

This study is made possible by the generous support of the American people through the United States Agency for International Development (USAID) through Cooperative Agreement Number AID 492-A-00-09-00031-00. The contents are the responsibility of The Asia Foundation and do not necessarily reflect the views of USAID or the United States Government.

# Strongest Impact in Social Services Delivery

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#### **EXECUTIVE SUMMARY**

The findings of this study show that the local governments of Region 6 were religious in the formulation and implementation of local legislation either to support localization of national laws and the performance of devolved functions or to address needs and problems of the locality. The more progressive a local government unit (LGU) is the more legislative measures it passes, probably due to more and varied concerns that need to be addressed. Few pieces of legislation were noted among the low-income municipalities, but more particularly in the low-income class province.

The LGUs regardless of class, however, were particular about transparency. Majority made it a point to post announcements of job vacancies in strategic areas of the capitol or municipal hall. Affluent LGUs use electronic information dissemination. There are local LGUs though where the system of information dissemination is not noticeable. Most LGUs have their Citizens' Charter used as guide by the public in their transactions with various LGU offices. This is one of the reasons why focus group discussion (FGD) participants for this RFA claimed that there is lesser corruption after decentralization.

The LGUs were particular about participatory processes, whether in decision-making or in implementation of laws. They are aware of the provisions for public consultation in the Local Government Code (LGC) of 1991. Some Local Chief Executives (LCE), including those of low-income municipalities, maintain a calendar of public consultations both at the municipal and barangay levels and these calendars are strategically posted.

In the aspect of administration, the LGUs effectively use their Local Government Performance Monitoring System (LGPMS) in development planning. However, resource generation has not been totally mastered by the LGUs, although resourcefulness and innovativeness could be captured from the manner they allocate fixed resources and how they source additional funding from either non-conventional or external sources. The autonomy provided by decentralization to these LGUs had honed their skills in formulating proposals and projects for foreign funding.

The LGUs had also developed their capability in resource allocation and generation. The emerging problem at the beginning of decentralization – inadequate budget for

devolved personnel – was gradually solved by vigilantly keeping personnel expenses within budget, even if this meant no increases or no additional positions, as well as careful prioritization of programs, projects, and activities. Streamlining of positions was a common solution during the initial stage of decentralization to address the problem of inadequate funding for personnel salaries. Decentralization also provided LGUs with an opportunity to explore additional sources of revenues. Additionally, inter-LGU collaboration became stronger with decentralization.

The strongest impact of decentralization is felt in the delivery of social services. Respondents said that prior to decentralization, delays in the delivery of social services particularly in health, was a main factor in the poor performance of health agencies, especially the hospitals. With decisions done at the local level, immediate delivery of health services was noted. This could be the reason for the continuous reduction in mortality and morbidity rates for the past three years or so.

There was improvement in health facilities as indicated by 100 percent accreditation of Rural Health Units (RHUs) as *Sentrong Sigla*. The total control of funds by the LGUs has brought positive changes in access to health services, such as providing PhilHealth cards to those certified as indigents. An observation was made though that PhilHealth cards were also used to promote certain politicians, whose pictures appeared on one side of the card. Innovations in the delivery of services by the hospitals were also instituted with the support of the LGUs; local ordinances pertaining to these initiatives were also enacted. Active Local Health Boards (LHB) also played a crucial role in improving health services delivery.

For the education component, there was an increasing number of home-based Early Childhood Care and Development (ECCD) day care centers, and higher achievement rate after decentralization, indicating the degree of attention given to education. The LGUs' concern for child and youth welfare was indicated by the functionality of the Barangay Council for the Protection of Children (BCPC), which met frequently to discuss issues and concerns related to the welfare of children and youth. Among Region 6 LGUs, the province belonging to the average income class has the strongest program for family, gender, and women's welfare. It even actively celebrates women's month, during which single or solo parents are granted livelihood packages. It is also in this province where women in politics are very prominent.

Allocations in support of programs for the elderly and the disabled were provided by the region's LGUs. One of LGUs was recognized because of its successful community-based rehabilitation (CBR) program, which has been replicated in other LGUs of the region. Funding for the continuance of this program has been included in the LGU's regular budget.

Quality natural resource management and community-based resource management programs and projects have been implemented in the region, with such projects as the Banate Bay Resource Management Council Inc (BBRMCI), and the Southern Iloilo Coastal Resource Management Council (SICRMC) supplemented by the provisions of environment codes. Improvement in basic utilities was noted over a six-year period, with an increasing proportion of households having improved drinking water source and sanitation facility. The proportion of barangays with electricity has also increased. Yet while most LGUs have disaster preparedness and management plans, they lack disaster-risk analysis.

#### Introduction

Region 6 or Western Visayas is located in the central part of the Philippines. It lies between the Sibuyan Sea and the Visayas Sea. The region has a total land area of 20,233.2 sq. km., which is approximately 6.74 percent of the total land area of the Philippines. It is composed of six provinces: Iloilo, Antique, Capiz, and Aklan, which are found on the island of Panay, and Guimaras Island and Negros Occidental. Based on land area, Negros Occidental is the biggest (7,965.2 sq. km.) and Guimaras the smallest (604.6 sq. km.).

The population density of Western Visayas is 338.5 persons per sq. km., as of 2007 data. The region's crude birth rate is 24.3 per 1,000 population and the average annual population growth rate is 1.35 percent.

43 percent of the land resources of Western Visayas are devoted to agriculture. In Negros Occidental, sugarcane is the main crop. In Iloilo, the crops are varied, although the most dominant is rice. The major industry of Aklan is tourism, with its most popular site being the world-famous resort island of Boracay. Capiz is known as the seafood capital of Western Visayas. The province of Antique is famous for its muscovado industry. The sweetest mangoes of Asia are grown in the province of Guimaras, complementing its tourism industry.

The annual per capita poverty threshold of the region is P14,552 as of 2009 and the poverty indicator is 3.11 percent, slightly lower than the 2008 data. The average family income is P112, 593 based on NSO 2009 data. The poverty incidence as of 2006 was lowest in Iloilo (24.1 percent) and highest in the Antique (43 percent).

Among the three sampled LGUs, Antique is the biggest by land area but has the second biggest population and total number of households compared to the province of Iloilo. Among the three chosen component LGUs in the province of Iloilo, Anilao is the biggest by land area but has the least number of barangays. For the province of Antique, the biggest municipality is that of San Jose de Buenavista followed by Lauaan which also has the most number of barangays. The most number of barangays are in the municipality of Buenavista which used to be the seat of the island provincial government until it was moved to the LGU of Jordan.

Table 1: Demographic Profile of Region 6 LGUs

			Basic Profi	le	
LGU	Income Class	Population	Total Land Area (has)	Total no. of Brgys.	Total No. of Households
Province					
Iloilo	First	1,691,878	466,342	1901	322,357
Antique	Second	515,265	278,845	590	932,98
Guimaras	Third	151,238	60,457	98	29,303
Municipalities/City					
Ilolo City	First	418,710	7,023	180	84,946
Anilao	Third	23,465	10,031	21	4,693
Mina	Fifth	21,135	4,340	22	4,187
San Jose de Buenavista	First	54,871	4,450	28	9,639
Laua-an	Third	23,808	17,299	40	4725
Belison	Fifth	12,467	1,978	11	2,355
Buenavista, Guimaras	Third	43817	12,800	36	8,489
Jordan, Guimaras	Third	32524	12,600	14	6,302
Sibunag	Fifth	17552	12,000	14	3,401

#### RESULTS OF DECENTRALIZATION

#### I. Local Governance and Administration

Maturity in local governance and administration was evident among LGUs of Region 6, most particularly the provincial LGUs and high-income class component LGUs. But such maturity was less pronounced among low-income component LGUs within low-income provinces. Ingenuity and complexity of information dissemination by the media could also be seen particularly among high-income class LGUs. Still, transparency was clearly observed in LGUs of all income levels.

#### **Local Legislation**

The LGUs' mastery of local governance as defined by the LGC of 1991 was indicated by the many local legislative measures that they passed and which have guided them in their day-to-day operations and implementation of programs, projects, and activities (PPAs). One LGU even had its legislative measures published annually to guide its constituents. Many of these measures are adoption of national laws, especially those on health, environment, and tourism. Most LGUs have completed their respective Citizens' Charters and refer to these every now and then.

# Local legislation that supports the localization of national laws

Since 2004, the region's LGUs have passed legislative measures adopting national laws on health, including those on anti-measles, anti-dengue, and filariasis control. Laws authorizing LCEs to enter into arrangements with PhilHealth were also enacted in Western Visayas. In the same manner, legislation adopting national laws on agriculture and the environment have been drafted and passed by the LGUs. These include the *Ginintuang Masaganang Ani* for Agriculture and Fisheries program of the national government and Clean and Green initiatives that even sport local catch phrases. One LGU also passed a resolution on adopting the Citizens' Charter for the implementation of the Anti-Red Tape Law, which has sped up transactions with the LGU.

Local legislation that addresses felt needs, problems of locality and promotes economic development, peace and security.

Local ordinances passed within the region include health-related matters (anti-rabies control, anti-smoking, salt-iodization, etc. environment management (solid waste management, coastal resource management); guidelines in the establishment of animal projects to avoid pollution; gender and development; and monitoring of corruption.

Most resolutions and ordinances were on budgets for services, followed by *Sangguniang Bayan* resolutions authorizing the LCE to enter into agreements/contracts. Legislation for local organizational structure and positions, new revenue sources, public hearings in aid of legislation, and accreditation of non-government organizations (NGOs) were also passed.

#### **Transparency**

The most common information dissemination medium among Region 6 LGUs is the bulletin board, on which available vacant positions, LGU's awards and achievements, service pledges, organizational charts, frontline services, and bids for services and goods needed by local government projects are posted. Bulletin boards are located in strategic places, usually at the entrance of the building or in various LGU offices. Some LGUs also use billboards to post their achievements. Progressive LGUs, meanwhile, already have their own websites to disseminate information online, complete with contact details, i.e. phone, fax and email addresses of officials to elicit feedback or complaints about LGU services and activities. Not all LGUs, however, have kept their online information updated. Other forms of information dissemination include flyers, brochures and newsletters. Others use broadcast media, i.e. radio and local television networks to inform people of local government programs and activities. Almost all LGUs in the region have public information desks, although some of these have not assigned permanent personnel to man the desks.

Transparent and participative local governance was evident in records of meetings and pulong-pulongs. Information campaigns have also been conducted with the different

sectors of society. Regular monthly and quarterly meetings with various sectors are included in the LGUs' calendar of activities. Special meetings, sectoral consultations, and public hearings are conducted as needed. Some local LGUs did Family Profile Surveys to create a Management Information System (MIS) for their municipalities. The availability of baseline data made it possible for the LGUs to determine the needs of the people and consequently, implement appropriate measures to address these needs.

With all these mechanisms to assure transparency, focus group discussion participants for the RFA said that the degree of corruption after decentralization has been substantially reduced. This is also partly attributable to people's vigilance, particularly regarding projects that involve funding from foreign agencies.

The LGUs conduct series of forums, trainings and public hearings as part of the implementation of Republic Act (RA) 9485 or ARTA (Anti Red Tape Act of 2007). The feedback machinery in the LGUs is functional as indicated by the creation of grievance committees composed of representatives from various sectors including private citizens. Some grievances are handled by the Human Resource Management Office (HRMO). Most LGUs keep records of their grievance interventions and the solutions arrived at. Some LCE intercede in the resolution of grievances by calling the complainants and the respondents and allowing them to present their respective cases. Upon careful deliberation, the LCEs settle the problem in accordance with existing rules and regulations, which may mean referring the matter to a more appropriate body.

#### **Participation**

The participation/membership of NGOs, people's organizations (POs) and to some extent, academic institutions in local special bodies and in project implementation is evident. A number of LGUs are already partnering with NGOs in various programs and projects, like the PROCESS Foundation, and the Rise and Green Forum.

Counterparting in both local and foreign-funded projects was widely practiced. LGUs had developed their sense of ownership over the projects implemented that could provide an alternative solution to their limited Internal Revenue Allotment (IRA) share. Examples of these programs where LGUs provided counterpart funding are the Early Childhood Care and Development (ECCD) program of the United Nations Children's Fund (UNICEF), the formulation of the Provincial Development and Physical Framework Plan (PDPFP) with the Asian Development Bank (ADB) through the National Economic and Development Authority (NEDA), and the formulation of the Environmental Code by the German Technical Cooperation (GTZ).

Other LGUs in the region also provide financial support to cooperatives. Among these were the Guinbanga-on Maria Jaguiquican Agrarian Regorm Beneficiaries Multipurpose Cooperatives (GMJ-ARB-MPC), Guinbanga-on, Laua-an, Antique; Laua-an

Multipurpose Cooperative (LMPC), and Laua-an Municipal/Barangay Officials and Employees Multipurpose Cooperative (LMBEC-MPC), Laua-an, Antique.

NGOs/POs are present in the implementation of several programs and LGU activities in the region. This is notable among LGUs hobbled by meager financial resources but have enough human resources to assist in the implementation of various programs and projects. For instance, NGOs have been assisting an LGU in rehabilitating sugar mills (Panay Rural Development Center Inc. (PRDCI). Another NGO (Pampanga Disaster Response Network, Inc, (PDRNI)) was involved in contingency planning workshops for disasters and emergencies. These NGOs were accredited by the municipality.

Volunteerism is common and evident in *Tanod* (watch) organizations to maintain peace and security, as well as with barangay health workers who are trained to provide supplementary, albeit limited, health services.

Consultation in project identification and development are practiced by the LGUs. Some LGUs hold their public hearings and consultations twice a year, or every March and October, while other LGUs hold public hearings on a quarterly basis or sometimes as often as monthly. The barangay officials welcome more frequent public hearings since these serve as venues for them to discuss problems and concerns affecting the barangays.

The usual process followed in planning projects for a given barangay is conducting a needs assessment through public consultation, then collegial decisions are made on what projects to propose and undertake. Once the project is underway there is continuous monitoring and evaluation to ensure sustainability of project implementation and transparency in the utilization of project resources.

All development planning activities involved sectoral members (NGOs, national government agencies [NGAs], local offices, and academe). In the investment programming, they are also the ones identifying possible sources of funds to finance the programs and projects identified to address the problems/issues and concerns hindering LGU development.

#### Organization/mechanisms within the LGU promoting local participation

The local initiative mechanisms for public participation include cultural events. Municipalities and barangays participate in annual major events such as the Binirayan Festival, Ati-atihan, and Dinagyang. The component LGUs select which of the activities they will participate in such as Lin—ay, Ati-Ati, Mardi Gras, Street Dance, Fluvial Parade, and Pasundayag. The component LGUs have their own local festivals showcasing their products and culture. Through these activities some inter-LGU consultation and experiences-sharing takes place.

LGUs also have been able to earmark some funds to support delegates to provincial, regional and national competitions. Almost all LGUs in the province participate in cultural events and initiate their own.

Children from different schools participate, together with their parents, in cultural festivities such as the Children Folk Festival and celebration of children's month, during which some LGUs deliver the State of Children's Report. When this happens, sectoral representatives are invited so they can be informed of the situation of women and children in their jurisdiction. In this manner, they are encouraged to do their share in improving the situation of children and women.

During the women's month celebration, indigent women, especially solo parents, are provided pangkabuhayan packages or livelihood support. An annual gender and development budget is appropriated for this purpose. Women's Centers have also been established to address the needs of women and children who are victims of violence and abuse. This is one of the provisions of the 1991 LGC.

# **Development Planning**

The Local Government Performance Monitoring System (LGPMS) came in handy in providing information during the development planning period. LGPMS were prepared and used by most LGUs except low-income ones, which either have incomplete or no LGPMS. LGPMS report is usually disseminated through publications. The public is also informed of the latest LGU plans during celebrations and festivals.

There are LGUs who have problems in executive-legislative planning coordination although majority expressed smooth relationship between the executive and legislative bodies. RFA respondents indicated a stronger coordination between the two after decentralization since national control over them no longer exists. Gaps existing between the executive and the legislative are born more of inconveniences in their operation that sometimes could be the cause of red tape.

Conforming to the provisions of the LGC, the LGUs in the region follow a multi-sectoral approach in formulating their development plans. Most of the municipal LGUs have their Comprehensive Development Plans, while provincial governments have their Provincial Development and Physical Framework Plan (PDPFP). These plans are then presented by most LGUs to their respective development councils for approval and endorsement to the Sanggunian for approval and eventual implementation.

# **Resource Generation**

LGUs in the region are challenged by low internally generated revenues. Table 2 shows that local governments in the region are highly dependent on the internal revenue allotment, with nearly 80 percent of its income coming from national transfers. LGUs,

nonetheless, are implementing various initiatives to increase their revenue through non-traditional sources. Some good practices include operating public economic enterprises such as markets, malls, slaughterhouse, renting out unused spaces in government buildings and/or owned lots, as well as modernizing hospitals to increase income and then use this to improve hospital facilities.

The major revenue source for the LGUs, however, remains to be taxation. On average only 6.82 percent of their total revenue was generated from sources other than taxes in the last five years.

Except for newly imposed local taxes wherein the LGUs conduct public hearings and forums, information dissemination for other taxes (income, real property, etc.) is done through publications, radio, local TV, and websites, usually to remind the public of payment deadlines.

Table 2: Financial Data, Average of Five Years (2004-2008)

					Fiv	e Years	Five Years Average, 2004-2008	2004-200	8				
Indicator	lloilo	An- tique	Gui- maras	lloilo City	Anilao	Mina	San Jose	Laua- an	Beli- son	Bue- na- vista	Jordan	Sibu- nag	Mean
Percent of Local Sources to Total Income	17.52	10.24	10.28	62.32	11.84	15.59	40.42	60.9	8.19	20.83	21.21	8.06	19.38
Percent of Tax Revenue (RPT, Bus. Tax Other Taxes) to Total Local Income	61.77	51.38	44.55	84.45	74.78	64.23	51.87	58.68	52.11	53.74	56.42	69.48	60.29
Percent of Non-Tax Revenue to Total Income	6.58	4.98	5.67	9.70	2.91	5.51	19.46	2.50	3.93	8.94	9.19	2.47	6.82
Percent of Share from National Tax Collections (IRA and others) to Total Income	82.48	89.70	89.29	37.68	88.16	84.41	57.02	92.12	81.86	81.24	78.39	91.94	79.48
Ratio of Total Expenditure to Total Income	.9035	.9171	1.06	.8544	9806	9668.	1.0024	.8036	.8664	.8960	.8315	.9094	.9104
Percent of Expenditures in General Services to Total Budget	40.10	30.92	46.30	78.11	50.66	60.43	81.45	49.30	72.88	46.09	51.20	48.95	54.69
Percent of Expenditures in Education, Culture & Sports/ Manpower Develop- ment to Total Budget	7.41	3.76	5.69	25.04	3.77	3.94	7.73	0.84	2.37	3.30	2.72	2.48	5.75
Percent of Expenditures in Health, Nutrition & Population Control to Total Budget	22.01	20.92	14.70	16.92	10.01	10.08	11.36	8.93	6.91	10.74	11.54	7.92	12.73
Percent of Expenditures in Labor and Employment to Total Budget	0.0	0.0	0.0	0.0	0.0	0.0	.3503	0.0	0.0	0.0	0.0	0.0	.0292
Percent of Expenditures in Housing and Community Development to Total Budget	0.0	0.0	0.39	10.34	1.77	1.62	3.05	0.18	0.0	0.0	0.0	0.0	1.44
Percent of Expenditures in Social Security /Social Services & Welfare	.7263	.7006	7.30	16.06	5.25	5.86	18.38	4.62	7.47	3.39	3.18	3.56	6.37
Percent of Expenditures in Economic Services to Total Budget	18.45	29.86	24.28	28.94	19.63	14.95	23.37	7.35	4.44	21.29	16.59	10.82	18.33
Percent of Expenditures in Debt Service to Total Budget	0.00	2.24	9.43	7.84	1.36	4.04	20.42	0.0	0.0	0.0	0.0	7.50	4.40
Percent of Expenditures in Other Purposes to Total Budget	12.42	13.83	13.62	43.50	18.12	5.66	9.16	16.22	13.43	25.60	20.79	17.70	17.5

#### Resource Allocation and Utilization

The limited funds provided upon devolution and the decentralization process seems to have heightened the practicality and efficiency of operation among local LGUs. The pride of independence and the quest for self-reliance led to personnel streamlining, and LGUs realized that unnecessary positions should not be created. FGD respondents said that personnel were briefed on the situation and future scenarios and their understanding, patience, cooperation, and sacrifice were solicited by their LCEs until the LGUs are able to stabilize their financial status. During data collection participants said proudly that their solidarity in facing the challenges of decentralization is now gradually getting their LGUs to a level that they had not expected. Development may not have accelerated but problems, particularly those related to appointments, were no longer as serious as what they had experienced before decentralization. In general, the trend in budget allocation across devolved functions increased beginning 2004 until 2008.

# Financial Accountability

LGFMS-generated reports are being used to refer to various financial transactions. In some LGUs the reports – in either full or excerpted versions – are published as part of public information. The procurement process is already systematic and fast for most LGUs. Transactions related to procurement that requires bidding pass through the Bids and Awards Committees (BACs), which are composed of representatives from different offices and chaired by someone designated by the LCE. But the problem of delayed procurement of some crucial equipment and facilities particularly in hospitals still remains.

#### **Customer Service**

Majority of the LGUs have complied with the provisions of the Anti-Red Tape Act and have produced their Citizens' Charter. Customer service has improved with suggestion boxes at the lobby of the capitol, city and municipal halls available as feedback mechanism for the services provided by the LGUs. Radio and TV programs sponsored by or with the participation of LGUs also do not fail to attract comments from stakeholders.

#### Human Resource Management

The LGUs believe that education is a continuous process. Their thrust is to enhance knowledge, skills, and abilities of the employees through training seminars and workshops to increase employee competencies.

Yet while capacity development programs were strongly implemented by the provincial LGUs, this was not so evident in the municipalities, particularly the low-income LGUs. The provinces had earmarked funds for the development of their constituencies in

the form of advanced studies, trainings, and summer jobs for students. The 1<sup>st</sup> class city continuously sends personnel for graduate studies on governance and public administration. Those with technical responsibilities are provided financial support for graduate programs that can enhance their competence in their field of expertise (agriculture, forestry, urban planning, etc.). Every year the Human Resource Unit comes up with a plan to ensure that manpower development is given priority. Part of the Development Fund is programmed for staff development. The provinces and cities in the region have an HRM officer while majority of municipalities have LGU-HRM Officer designates. The LGUs' adoption of the Civil Service Commission's Performance Management System – Office Performance Evaluation System (PMS-OPES) is ongoing.

# Counterparting

LGUs normally set aside funds under their 20 percent development fund, as counterpart for national or foreign-funded projects. Table 2 indicates a higher proportion of expenditure for other purposes where counterpart for projects is listed. Component city and 1<sup>st</sup> or 3<sup>rd</sup> class LGUs have relatively higher proportion of their budget spent for "other purposes," although it must be noted that low-income LGUs generally do not have foreign-funded programs.

# **Networking and Linkaging**

Inter-LGU collaboration is very strong, as shown by the Metro Iloilo-Guimaras Economic Development Council (MIGEDC), and the Guimaras-Iloilo City Alliance (GICA). Both are considered as two of the best governance initiatives in the country. Horizontal organizations like the League of Municipalities of the Philippines (LMP) also made it possible for LGUs to exchange of experiences and best practices during meetings and conferences.

By comparison, local-national relations is not quite strong as there are still national projects that have been implemented directly at the local level but not coordinated with concerned LGUs. This was one of the issues raised by representatives from the offices of agriculture and forestry.

Successful programs and projects of the provinces, meanwhile, are usually the products of strong networking and linkaging with local and foreign donors, local resource institutions, and academe.

#### II. Health and Social Services

All LGUs claimed improvement in the delivery of social services with decentralization because of the independence of decision-making at the local level, hence problems were readily addressed. Health indicators show decreasing trends in maternal, infant,

adult mortality, and morbidity rates. The number of fully immunized children has also increased, as has the coverage of both prenatal and antenatal care coverage in the past three years. Peace and security have been strong, and attributed to decentralization by the participants of various FGDs. One of the LGUs in the region received the Best in Social Services Award from the Department of Interior and Local Governments (DILG).

#### Health

The various health programs implemented by LGUs such as the Expanded Program Immunization, Lymphatic Filariasis Elimination Program, Dengue Prevention and Control, National Tuberculosis Program, and the intensive information and education campaigns have resulted in decreased fertility rate, maternal death rate, infant death rate, fetal death rate, and crude death rate. The program for Health Care Financing of LGUs also assured low-cost to free health care services. The nutritional status of preschoolers and school children has improved with the implementation of children's health programs like "Garantisadong Pambata," "Operation Timbang," and the milk supplementation program: "Batang Ilonggo Palangga Ka."

All RHUs in the municipality are certified *Sentrong Sigla*, and all services in the hospitals and clinics are PhilHealth accredited. The hospital bed and clinic to population ratio, however, is still below standard, and needs to be addressed. There are hospitals that have remained at Level 2 for the past 10 years, indicating that the LGUs concerned have not done performance audit yet where they can base the improvements on hospital operations so it can be elevated to Level 3 or tertiary hospital category. The Botika sa Barangay is only operational in a few LGUs.

The health facilities in Region 6 have been upgraded, which have contributed to the improvement of services and enhancement of awareness and health-seeking behavior of the people. For the past six years, the crude death rate, infant mortality, neonatal mortality rate and maternal death rate have decreased considerably. Upper respiratory tract infection is the major cause of morbidity in the region while vascular diseases are the primary cause of mortality.

Eighty-five percent of District Health Centers were *Sentrong Sigla* certified while a lower proportion of the District Health Stations were certified.

The health service in one of the sampled LGUs is one of the best in the region. The RHU has 14 barangay health centers offering services such as consultations, immunization, vitamin supplementation, pre-natal and natal services, deworming, dental and sanitation services, and health education on a regular basis. It is the first in the province of Iloilo and one of the four in the region that were elevated to *Sentrong Sigla* Phase II level in 2004. Its RHU is also one of the several RHUs in the region with complete PhilHealth accreditation. Its Local Health Board received awards from 2006 to 2008.

Examples of health-related activities undertaken annually by some LGUs are the health fair week, "Dugo Mo Kinahanglan Ko" (a bloodletting program), "Kunsultahon sa Barangay" (medical mission), and "Libreng Slippers and Toothbrush for Children" (for hygiene and sanitation and dental health care of the children).

#### **Health Personnel**

At the regional level, the ratio of health personnel to population is low, specifically, physicians, nurses, midwives, and sanitary inspectors. LGUs in the 5<sup>th</sup> income classes do not usually have an item for municipal nurse. A nurse in one LGU is serving the municipality on a voluntary basis, receiving token honorarium depending on the availability of municipal funds. Some LGUs though, provide special/supplementary budgets for registered midwives to serve in the barangays.

Some LGUs do not have a human resource development plan for its health personnel to keep track of their personnel training. Available positions and desired qualifications are normally disseminated through various media: radio, local newspapers, and local television programs.

# Health Planning, Budgeting and Financing

Most LGUs in the region have their Municipal Investment Plan for Health (MIPH) approved by the Department of Health (DOH). The LGUs closely adhere to the minimum 10 percent health budget from their IRA, with most LGUs having an average of 12 percent for health services. Other sources of funds mobilized for health services include supplemental budget for job-hired personnel and capitation fund for medicines and supplies.

#### **Health Information System**

Data on health information systems: Field Health Service Information System (FHSIS), Community Heath and Living Standard Survey (CHLSS), Service Delivery Implementation Review Report (SDIR), and Local Health Account (LHA) are regularly updated and submitted. The LGUs also periodically monitor and evaluate the health services provided to their constituencies.

# Policy and Legislative Support

LGUs in the region have provided legislative support to national health policies and programs through local ordinances adopting these programs and policies. Examples of these policies and programs that have been adopted by LGUs are the milk codes, an asin (salt) law, those on responsible pet ownership, PhilHealth guidelines, contraceptive self-reliance, and regulation of hilots (traditional healers). The adoption of these health policies resulted in an increase in the number of breastfeeding mothers up to six

months of babies' age, increase in the use of iodized salt, decreased incidence of rabies, and 100 percent registration of indigents with PhilHealth for most LGUs sampled.

# Participation and Cooperation Mechanisms

Inter-LGU cooperation on health is promoted thru the Inter Local Health Zones (ILHZs), although not all ILHZs are active or functional. With ILHZs, sharing of expert medical personnel was done by the LGUs. Medical information and experiences as well as best practices in local health management were also shared through health symposia and forums.

#### Education

Early Childhood Care and Development (ECCD)

The number of home-based ECCD and day care centers increased in the last six years in most LGUs. Local school boards (LSBs) are active as indicated by frequent meetings and consultations to address issues in education, which include quality of teachers. As noted by FGD participants, the regular yearly allocation to education programs including improvement in quality teaching had paid off for a number of LGUs even if they are classified as low-income. Some of these LGUs even outranked higher-income LGUs in the National Achievement Test. One very impressive LGU initiative done in partnership with the Department of Education is the "Libre Sakay Para sa Edukasyon" or the "Sakay Eskwela" project, which was implemented by one provincial and one municipal government in the region. The project started in 2008 and provides free transportation to students who live three kilometers or farther from the school. Subsidies for miscellaneous fees in public elementary and high schools and educational assistance for deserving students in the tertiary level are also provided by the provincial government. Low-performing schools were provided assistance through close supervision of classroom instruction and the teaching-learning process, as well as improvement in school facilities along with division-wide adoption of the child-friendly system.

Great improvements were noted in institutionalizing child-friendly schools in the region, which was worked out in partnership with the United Nations Children's Fund (UNICEF). Access to quality ECCD services has also been improved by constructing/ upgrading day care centers and classrooms, organizing home-based sessions, providing water and sanitation facilities and learning materials, enhancing capacities of service providers, supplemental feeding, vitamin A and multiple micronutrient supplementation, immunization, and, regular growth monitoring and promotion. The number of children recipients of the program has kept increasing since its inception in 2004.

LGUs provide scholarship program to poor but deserving high school graduates, support job pooling and placement, and conduct job fairs. Other initiatives in support of education include the Emergency Teachers Program, procurement of a

Risograph machine for printing of instructional materials, and provision of electricity connection. LGUs also launched the project Food for School, Rice Subsidy for School Children, and an annual project "Pasidungog kay Sir Kag Ma'am," honoring the teachers of the municipality.

#### Social Welfare

# Child and Youth Welfare

Most LGUs have organized Barangay Council for the Protection of Children (BCPCs) which meets once every two months. Women and children's desks are present, which are maintained by trained personnel. Psychosocial intervention has been continuously pursued by LGUs especially for victims of battery and abuse. Cases of sexually abused children as well as those neglected and abandoned have decreased in the past four years. Reported violations of RA 9262 (Violence Against Women and Children Act), and RA 9208 (Anti Trafficking in Persons Act) also decreased.

# Family and Community Welfare

Among the LGUs of Region 6, there is regular conduct of Parent Education Service (PES) for couples with pre-school children, as well as for nannies. Responsible Parenting Program is also conducted for couples of reproductive age to make them aware through seminars of their basic responsibilities as parents and strengthen their commitment towards sustainable human development.

The Cash-for-Work Program gave employment to families affected by calamities such as the 2006 oil spill and Typhoon Franks in 2008, allowing the LGUs to involve the beneficiaries in the restoration and rehabilitation of their communities after disasters and calamities.

#### Gender and Women's Welfare

One LGU is implementing a program called Productivity Skills and Capability Building for Disadvantaged Women, which provides women with sewing skills, while other LGU are also undertaking programs and projects like the Gender Sensitivity Training, Women and Child Development Program, and advocacy on RA 9262.

# Welfare of the Elderly

All the LGUs sampled had records of their elderly in the Office of Senior Citizens Affairs (OSCA). LGUs through its OSCA issue identification cards and booklets to all senior citizens upon presentation of proof of age, in order for them to avail of basic health and social services. One sampled LGU won an award in social services. This LGU has a program honoring the elderly by holding "Adlaw sang Katigulangan" (Day for

the Elderly) toward the end of 2009. For 2010, the same LGU launched the project "*Kalisod Mo, Sabat Ko*," a compassion project for the infirm, indigent, and the needy.

# Welfare of the Disabled

Some LGUs in the region created councils for disability, which were replicated by other component LGUs. Provisions of Batas Pambansa (BP) 344 or the Accessibility Law were strictly enforced as noted in the construction of public buildings that kept the disabled in mind, as well as the stickers in public vehicles indicating spaces reserved for the disabled. Other LGUs provide supplementary budgets for the mobility of the disabled such as procurement of wheelchairs, crutches, among others. LGUs have also started distributing identification cards for Persons with Disability so they can easily avail of their benefits and privileges.

# Livelihood and Pro-poor Projects

All sampled LGUs extend financial assistance to individuals in crisis, whether this call for burial, medical, or educational assistance. Financial and technical assistance are also extended to women, children, and senior citizens in terms of skills training and livelihood programs. Examples of programs initiated by the LGUs are skills training on welding and carpentry, shrimp-paste processing, baking, and the Bags for Life Livelihood Project. LGUs also hold basic computer and literacy classes especially for indigenous people.

# Housing and Basic Utilities

Housing needs were addressed by the component city but not by sampled municipalities where housing is not a priority need. The component city has completed its zoning process, which includes delineation of areas for urban poor communities. There is also an existing legislation regarding the urban poor, specifically on housing and land acquisition.

There is full compliance of pollution-control laws, specifically the Clean Air Act. Improvement in the quality of water for domestic and agricultural use was also noted by the FGD participants, with increasing proportion of the population using improved drinking water source and sanitation facilities. There is continuous identification of additional reliable water supply facilities, especially in the rural areas that cannot be served by the local water utilities. Deep wells and shallow/dug wells have been constructed to augment the diminishing water sources. Deep wells are checked by RHU sanitary units upon request. The pipe system is under the services of the accredited private local water works.

#### Peace and Security

To maintain peace and order within their locality, LGUs in the region have organized Barangay Tanods and Bantay Bayan composed of civilian volunteers, and has active

Peace and Order Councils. LGUs have also undertaken the professionalization of Tanod and Disaster Coordinating Council. In recognition of the risks attached to being *Barangay Tanods*, an LGU provided its tanods with group insurance.

# Disaster Preparedness

There are Disaster Plans prepared, although majority of LGUs have no Disaster Risk Analysis Document. One reason cited during the FGD was the absence of competent personnel proficient for the job.

Disaster Preparedness and Management Plans were formulated by the members of the Local Disaster Coordinating Council (LDCC) and are being implemented by most LGUs. Most LDCCs are functional, complete with annual work and financial plans. LDCCs meet at least once every quarter, and had effectively provided support during disasters and calamities.

# III. Economic Development

The LGUs view decentralization as a driving force in local development. The autonomy forced self-reliance among LGUs and propelled them to explore opportunities and do things they had not thought possible previously. Facilities and infrastructure definitely improved, particularly the provincial and municipal roads that allowed free access to social services and market of goods produced, and allowed more mobility among constituents. There are still minor problems on budget allocation but these have been provided some solutions. Public-private partnership was much stronger and even considered invaluable to economic development.

The LGUs allocate some amount for the development of the economic sector. Part of this is taken from the 20 percent development fund, while the rest comes from the general fund. To most of the FGD respondents, decentralization has hastened development because of autonomy and the desire for self-reliance. Others attribute it to more transparent operations. Other participants were not so certain whether decentralization is the real determinant of development in their respective LGUs. There was a consensus though that leadership is a strong factor in this regard because if the leader is poor in planning and decision-making as well as fund sourcing, then development of his or her LGU will be slow.

As to the impact of the LGC on the standard of living, majority of FGD participants could not fully attribute the improvement in quality to the implementation of the LGC. A number believe that the principal factor for the improved standard of living in the region is the employment of family members outside the country. If ever the LGC has had an impact, this is regarded as either just complementary or supplementary to this "real" driver of improvement in living standards.

# Agriculture and Fishery

Although majority of the LGUs in region are agriculture-based, this sector seems to be receiving only minimal support from LGUs. Most LGUs allocate major portions of their financial resources to infrastructure rather than improvement in agriculture technology. Some LGUs though have instituted innovations and integrated their agriculture projects with agri-tourism while others, particularly the coastal LGUs, have complemented their agriculture programs with fisheries. Some LGUs also provided 50 percent seed support to farmers whose crops were affected by drought, and supported the production of high-value vegetable and fruit crops. Coastal LGUs on the other hand, had put up seaweed nurseries and seaweed driers, developed Seaweed Ecozone and Marinepark, and held training programs on fish culture

A number of institutions and organizations are supporting the agriculture and fisheries programs of the LGUs in the region through technical assistance and technology transfer. These include the Bureau of Fisheries and Aquatic Resources (BFAR), Technical Education and Skills Development Authority (TESDA), Department of Trade and Industry (DTI) and the Department of Science and Technology (DOST), Quedan and Rural Credit Guarantee Corporation (QUEDANCOR), Southeast Asian Fisheries Development Center (SEAFDEC), UP-Visayas, IloIlo State College of Fisheries (ISCOF), and the Northern IloIlo Polytechnic State College (NIPSC). Bantay Dagat and Bantay-Kalikasan are strong supporters of agriculture and fisheries in terms of conserving and protecting agriculture and fishery resources.

#### **Forestry**

It is a common practice among most LGUs in the region to lump their forestry office with that of agriculture. According to the FGD participants, this is one of the streamlining schemes of LGUs in order to save on personnel services allocation.

# **Industry Promotion**

The component city has an investment code in place that it amends periodically to keep it relevant. The licensing system has been computerized through the auspices of the German Technical Corporation, GTZ. But business permit process simplification (one-stop-shop) remains incomplete, pending construction and operation of the new city hall building. At present, the offices are scattered in various locations and commercial establishments in the city. Most LGUs also have a very strong partnership with the chamber of commerce and industry that helped LGUs identify small and medium-businesses. Websites and investment codes are also commonly used by LGUs to promote their locality. LGUs have also supported job fairs and career orientation seminars.

#### **Tourism**

Western Visayas is replete with tourism activities. Tourism is beginning to be one of the major sources of local revenues for LGUs. In addition to Boracay which is world renowned for its powdery, white sand beaches, Region 6 is also famous for its festivities like the "Ati-atihan," "Dinagyang," and "Masskara" festivals.

# IV. Environment Management

Ordinances on marine-resource protection, solid-waste management, and environmental protection exist. Most provincial and city LGUs have created offices for environmental management (i.e. Provincial Environment and Natural Resources Office [PENRO] or the City Environment and Natural Resources Office [CENRO]) with skeletal staff. For municipalities, it is common to find only a designated Municipal Environment Officer (MENRO), who also doubles as the Municipal Planning and Development Officer and /or the Municipal Agriculture Officer.

# **Urban Management**

A common ordinance among urbanizing LGUs in the region is the one on antismoking in relation to the Clean Air Act, and solid waste management

Most of the LGUs in region have their Solid Waste Management (SWM) plans. Some LGUs have already linked up with foreign companies to support them in their solid waste-management projects with an eventual objective of producing organic fertilizer. For instance, one component city has partnered with Holcim Philippines, a cement company, and with the Department of Environment and Natural Resources (DENR)-Environmental Management Bureau (EMB) Region 6 for the proper and safe disposal of sorted residual wastes at its Calahunan Materials Recovery Facility (MRF), using Holcim's global co-processing technology. While waste segregation is a mandate that many local governments have yet to fully comply with, the partnership ensures that the city's segregated wastes are put into productive use in a manner that is environmentally safe.

Co-processing waste materials has been done successfully in several European countries and in the United States for many years now. Holcim has apparently developed the capability and know-how to replicate this in the Philippines, specifically in this component city. The co-processing technology makes use of non-recyclable, non-biodegradable wastes such as plastics, which usually end up in dumpsites, posing health and environment hazards. The company has a complete state-of-the-art Continuous Emission Monitoring System (CEMS) to ensure on a 24/7 basis that no harmful emissions are released to the environment, and that the provisions of the Philippine Clean Air Act are strictly complied with.

# Forestry and Upland Ecosystems

As climate change becomes very alarming, LGUs also campaign vigorously for the rehabilitation of watershed areas and mangroves. One component LGU has intensified roadside tree planting. Other projects initiated in the region that are related to environment are Plant a Tree for a Marriage License, *Brigada sa Basura*, and Bamboo for Life Project. Another project, USWAG BANWA, the acronym for *Ugsaran Saguron para Wala Gamhon Barangay* Advocacy for Networking, Welfare, and Advancement Program, was implemented as a clean and green program. One municipality that had environment protection as flagship program reaped the benefits of having continuous supply of water even as all other rivers in the neighboring LGUs have already gone dry. Farmers there have even gone into third cropping because of bountiful irrigation water.

Other LGUs in the region have also have implemented agro-forestry programs that they turned into economic resource projects. Laua-an, Antique's Agroforestry System as an Economic Resource or ASER project has families planting wildings and indigenous forest species on hillsides and mountain areas for the purpose of providing them with economic support and eventually improving the quality of their lives. Satellite nurseries were established in the project site, which covers several hectares of forest land.

Community-based forestry projects are also common in the region. Communities are allowed to source their food from the forest as long as they follow specific technologies defined by the local Municipal Agriculture Office (MAO) and the MENRO. Some LGUs have gone into bamboo plantation and production. One municipality even has bamboo as its main product. Bamboo is known to purify water aquifers.

#### Quality of Environmental Laws Enacted

Local governments in the region have enacted ordinances either for the purpose of localizing national laws or to address a local environmental concern. The Chain Saw Act in one of the component LGUs had somehow minimized illegal logging in the locality. The local ordinance on the organization of *Bantay Dagat*, a community-based law enforcement unit, has been effective in protecting coastal areas. Another local ordinance created a Coastal Resource Management Council for the implementation of the Fisheries Code of 1998 and has since led to the improvement in the protection and management of coastal resources. A coastal marine resources protection program was also advocated by the LGU through its mangrove rehabilitation and protection ordinances.

#### Coastal Management

To manage the coastal resources in the region, legislative measures were passed to monitor illegal fishing and marine resource conservation. Some coastal LGUs in

mainland Panay and the coastal provinces have environment codes that provided bases for environmental management, including coastal management.

The implementation of the Banate Bay Resource Management project has significantly improved the management of marine resources in the area. This was made possible through pooled merging of funds to conserve and protect fishery resources. The council created as part of the project implementation eliminated boundary disputes among municipalities. The counterpart organization, the Southern Iloilo Coastal Resource Management, was also organized for the same purpose.

# Budget for Natural Resource Management (NRM)

Local governments' budget for NRM is low. However, the LGUs are very resourceful in getting funds to support their NRM programs and projects. Foreign funding agencies are quite supportive of these projects such as the JICA, the United Nations Development Programme (UNDP), Australian Agency for International Development (AusAID), and United States Agency for International Development (USAID).

# Quality of the LGU-Community Partnerships in the Management of Natural Resources

The quality of LGU-Community Partnership in the Management of Natural Resources was in general good and very good for some LGUs. One successful partnership has been the Coastal Resource Management Council, which led to the pooling of resources that in turn improved the management and protection of coastal resources. Boundary disputes among barangays within the municipality and among municipalities have also been addressed through the help of the Council. In addition, the council's members – the component LGUs – have been able to implement livelihood and micro-enterprise projects in the coastal fishing communities that are geared toward improving the lives of fisher folks.

Seaborne patrolling is being conducted in coordination with PNP Maritime and *Bantay Dagat* Volunteers in almost all coastal barangays. Marine Protected Areas (MPA) are guarded 24/7 in coordination with the barangay civilian volunteers who are detailed in the MPA core zone. *Bantay Dagat* is operational in almost all coastal barangays with the Barangay/Municipal Fisheries and Aquatic Resource Management Councils and barangay councils. A PNP maritime station is located in the MPA Core Zone. Artificial reefs as additional substrate for corals to grow have been put in place and there is a program for coastal vegetation.

#### **CONCLUSION**

There are strong indications that the LGUs have attained maturity with decentralization. This is very evident especially in higher income LGUs, although those in the average and low-income classes are not lagging behind that much. Inadequate or limited funding for operations especially of the devolved functions and personnel was a major challenge during the first five years of decentralization, and even until now. But LGUs have come to terms with the fact that decentralization is here to stay and that the LGC has provided them with enormous powers and authority that they can use to make decentralization work.

Good local governance practices and innovations now abound in the region, there is better capacity among the LGU staff, and there is vast improvement in the quality of services by the LGUs. The following suggestions from the respondents and FGD participants will help in the continued success of decentralization in the region:

- 1. Progressive LGUs to assist the less progressive ones through sharing of experiences and lessons learned in the process of meeting the challenges of devolution and decentralization.
- 2. Creation of a HRM office to take care of the human resource development needs LGU personnel.
- 3. There is need to create an environment management office to address environment management concerns.
- 4. The partnership between national agencies and local governments in the region is already very good. However, there are still gaps in project implementation. National government agencies implemented projects within the LGUs without proper consultation and coordination. This is particularly true in the agriculture and environment sectors. It was suggested that involvement of LGUs even during planning and subsequently in the implementation be accordingly solicited.
- 5. Bureau of Local Government Finance (BLGF) and the DILG to train LGUs on alternative sources of financing to increase their local revenues, and not just be dependent on local taxes for local revenues. Increasing local taxes puts more burden on the local people.

# **GOOD PRACTICE**

Province of Iloilo

#### "Rehab Within Reach"

Pro-CABIN Inter Local Health Zone (IHLZ) Rehabilitation Unit and Training Center Provincial Health Office

Widespread poverty in the countryside, lack of life-saving drugs and medicines, and the generally limited access to basic health services are some of the problems faced by the provincial government. The cost of medical services, including the rehabilitation needs of patients suffering from strokes, accidents, arthritis, or neurological disorders has been rising. In most cases, patients cannot afford the rehabilitation services of tertiary care centers, as well as the cost of transportation and other incidental expenses. Residents of three central towns of Panay – specifically the Panay-Bukidnons – were the target beneficiaries of the project since they need health care more than other groups in the communities. They are being serviced by the Level 2 Dr. Ricardo S. Provido Sr. Memorial Hospital. It is a non-departmentalized hospital that provides clinical care and management on the prevalent diseases in the locality. Clinical services include general medicine, pediatrics, obstetrics, gynecology, surgery, and anesthesia.

The PRO-CABIN (acronym for hospital Provido, and two municipalities of Caling and Bingawan) Inter-Local Health Zone Rehabilitation Unit and Training Center was established to provide immediate access to affordable and quality health services in the area. The center was built for those suffering from physical disabilities to give them hope and a new lease in life.



The project operates as a partnership of the LGU, NGOs, private sector, and the community. It started with the vision of the chief of hospital of Calinog, lloilo and four young maintenance workers who volunteered to work on and improve a section of the hospital for the center's use.

Financial assistance was provided by the provincial and local government units while donations from balikbayan patrons and the community poured in to push the project to a successful start. Funds from the government were used to buy construction materials, while free

labor was provided by the hospital maintenance workers. It should be mentioned here that hospitals use the relatives of patients who cannot pay to help maintain the hospital's cleanliness and sanitation, including landscaping. The purpose is to elevate the self- esteem of the families so they do not appear so helpless and destitute in their inability to pay their loved ones' hospital bills. The region's Center

for Health Development allocated funds for equipment such as an ultrasound machine, EKG unit, and the air conditioner. Calinog and Bingawan jointly contributed the honorarium of visiting physiatrist and volunteer rehabilitation personnel. The governor made the project operational by approving the appointment of a physical therapist to work on the project. At present the health facility is being staffed by one visiting physiatrist, three physical therapists, one occupational therapist, one LW, and a technical staff from the Office of the Governor.



The provincial governor has provided funding for the construction of the ramp for the disabled connecting the rehabilitation center to the hospital's annex building. This will facilitate easy access of rehab patients from the main building to the rehab unit.

To involve the private sector, a memorandum of agreement was signed between the hospital and St. Paul's College of Physical Therapy for the exchange of technical expertise and assistance for the purpose of upgrading and improving the unit's service capabilities.

The PRO-CABIN ILHZ RUTC caters to the rehabilitation of all forms of physical disabilities through its dedicated and competent staff. The good number of patients who have graduated from the rehabilitation program with excellent improvement is a reflection of the success of the project.

Patients enjoy lower-priced rehab services and cheaper incidental expenses. The project has been a blessing to those who cannot afford rehabilitation care in private medical centers. From the start of its operation in 2002, the unit has handled a total of 405 patients with disabilities ranging from simple lower back pains to the more complicated spinal injuries.

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