



# Local Capacity Development Investments for MDG Localization in the Philippines

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# Acronyms

ADB	Asian Development Bank
AIM	Asian Institute of Management
ARMM	Autonomous Region of Muslim Mindanao
AusAID	Australian Agency for International Development
BLGF	Bureau of Local Government and Finance
BMOC	Basic Emergency Obstetric Care
CBMS	Community-Based Monitoring System
CEMOC	Comprehensive Emergency Obstetric Care
CD	Capacity Development
CIDA	Canadian International Development Agency
CLRG	Center for Local and Regional Governance
COA	Commission on Audit
DA	Department of Agriculture
DAP	Development Academy of the Philippines
DBM	Department of Budget and Management
DepEd	Department of Education
DOF	Department of Finance
DILG	Department of Interior and Local Government
DOH	Department of Health
IRA	Internal Revenue Allotment
LGA	Local Government Academy
LGPMs	Local Government Performance Management System
LGU	Local Government Unit
LOGOFIND	Local Government Finance and Development Project
LPRAT	Local Poverty Reduction Action Teams
MDG	Millennium Development Goals
NCPAG	National College of Public Administration and Governance
NEDA	National Economic Development Authority
NSO	National Statistics Office
PAHRDF	Philippine-Australian Human Resource Development Facility
PDF	Philippine Development Forum
PPDO	Provincial Planning and Development Office
ULAP	Union of Local Authorities in the Philippines
UNDP	United Nations Development Programme
USAID	US Agency for International Development

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## ***BACKGROUND, RATIONALE AND OBJECTIVES***

### ***Background***

This paper is part of a regional initiative, “Advocacy for Local Capacity Development for MDG Progress in Asia”, jointly sponsored by UNDP (United Nations Development Program) and SNV (Netherlands Development Organisation). The focus is on the experience of the Philippines. The findings of this paper were presented at the UNDP/SNV Regional Advocacy Workshop which was held in Bangkok, Thailand from June 23-25, 2008.

This regional initiative stems from a cooperation agreement between the United Nations Development Program and SNV (Netherlands Development Organisation) to jointly support the formulation and implementation of MDG-based National Sustainable Development Strategies globally. This led to the development of the above-mentioned project.

### ***Rationale***

The connection between capacity development at the sub-national level and attainment of the Millennium Development Goals is gaining recognition and acceptance. However, there is a need to document actual experiences of developing countries in mobilizing dedicated investments for local level capacity development as a prerequisite for achieving the MDGs. Hence, the need to gather evidence in Asia, the Philippines included.

The following need to be examined in the gathering of evidence:

1. trends in decentralization of decision-making and financing to sub-national levels;
2. increasing amounts of ODA being channeled through general budget support mechanisms;
3. increasing in-country inequalities at the local level;
4. the role of effective and accountable local governments in meeting MDG goals.

### ***Objectives***

1. To conduct research to review and analyze emerging approaches, strategies and experiences of investing in local government capacity development in the Philippines; and

2. Provide initial data towards establishing a baseline of current investments in local CD in the Philippines.

It must be pointed out however, that considering time constraints, it was not possible to disaggregate investments in local CD. An alternative was to get initial data from the sample provinces and national training institutions engaging in CD for local governments.

### ***RESEARCH APPROACH***

Generally accepted research methods were utilized in conducting the research for this study. The first step was to examine existing studies on capacity development, both at the national and local levels.

The next step was to identify the two provinces to be included in the case studies. The two provinces suggested by UNDP Bangkok were Bulacan and Nueva Ecija. However, I suggested that the province of Negros Oriental be examined, instead of Nueva Ecija. The latter is on the same island as Luzon, has high level of income and is proximate to Manila. On the other hand, Negros Oriental is located in the Visayas group of islands, is considered a poor province but is multi-awarded and has been specially cited for its MDG accomplishments.

Field work was conducted in these two selected provinces.

The programs of two leading training institutions for local government capacity building were selected: the Center for Local and Regional Governance (CLRG) of the University of the Philippines National College of Public Administration and Governance, and the Local Government Academy of the Department of Interior and Local Government (DILG).

The donor country which was selected is Australia and its CD training facility, the Philippine Australia Human Resource Development Facility. It was chosen because its CD programs are generally considered as innovative and responsive to the needs of local government units.

Gender dimensions of CD were examined against the backdrop of the Philippine law which requires all government agencies, including local government units to invest 5% of their annual budgets in gender and development activities.

Finally, the author's own personal experience as facilitator in numerous CD programs for LGUs for nearly four decades was very useful in integrating data and information culled from different sources and in analyzing emerging trends and approaches.

## ***I. GOVERNMENT INVESTMENTS IN LOCAL CAPACITY DEVELOPMENT***

In the Philippines, the close link between CD and development has long been recognized. Thus, investments in local CD started much earlier than in other Asian countries. This is largely due to the active participation of the academe in CD for national and public officials.

Philippine culture places high value on education as the key not only to personal advancement but to national development as well. The status ascribed to education is also evident in the recognition of the importance of training and CD.

For a brief description of the local government system of the Philippines see *Annex A: The Philippine Local Government System*.

### ***National Institutions for capacity development : The Center for Local and Regional Governance***

The Local Government Center of the then College of Public Administration of the University of the Philippines was established by law thirty three years ago in 1965. At present it is called the Center for Local and Regional Governance (CLRG) of the National College of Public Administration and Governance.

CLRG offers the longest running CD programs for local administrators. Its main program is the **Local Administration and Development Program (LADP)** for local chief executives. Its graduates have received awards from respected award-giving bodies for local governance. Many graduates are recognized leaders and role models in local governance. At present, CLRG'S programs are customized to fit the need for specific training in particular fields as well as actual conditions in participating local government units.

CLRG's programs are research based. The current involvement of the Center in consultancy helps provide inputs grounded on challenges and issues faced by local government units. Programs include the following fields: Local Governance, Financial Management, Local Economic Development, Human Resource Development, Development Planning, Environmental Management, Gender and Development, Participatory Governance, Leadership, Legislation, Barangay Governance, Barangay Justice, Decentralization, Autonomy and Federalism.

Aside from courses for local chief executives, CLRG also offers courses for local legislators. This is in recognition of the fact that the balance of power between the local legislature and the executive branch should be maintained and enhanced. Some of the courses are: Basic Course on Local Legislation, Course for Young Local Legislators, and Development Legislation Enhancement Course

CLRG started with courses which are offered regularly, such as the LADP. At present most of its courses are demand driven. These are identified and customized on the basis of demand or need articulated by local government units themselves.

Because CLRG is part of the University of the Philippines, it is not surprising that many of its graduates proceed to take up formal academic degrees and move on to higher positions in the national government.

*Annex B* includes CD courses offered by CLRG.

### ***The Local Government Academy***

The Center for Local and Regional Governance (CLRG) was created at the initiative of the leading academic institution of the country, the University of the Philippines, particularly the National College of Public Administration and Governance.

Twenty-three years later in 1988, the Department of Interior and Local Governance (DILG) created the Local Government Academy. The objective was to create a national training institution that would “coordinate, synchronize, rationalize and deliver training programs for local governments.”

Initially, the University of the Philippines was heavily involved in the development of the Local Government Academy. At least two of its directors were from NCPAG. At present, the LGA is governed by a Board of Trustees (BOT) chaired by the Secretary of the DILG and four (4) members appointed by the President. A Council of Advisers provides general advice.

The two institutions maintain cordial professional relations even as each one has developed its own mission, vision, style of work and CD programs. Interestingly, CLRG is moving on to consultancy and project implementation from its original focus on research and CD. On the other and, LGA has moved on to graduate programs in cooperation with another national development institution, the Development Academy of the Philippines.

The LGA offers academic programs like the Coaches Workshop on Local Leadership, Development Legislation Course for Effective Local Governance, Resource Mobilization and Financial Management and Analysis for Local Governments and Capacity-Building Program on Computer Applications and Information Management Systems.

Special programs include Professionalizing Local Fiscal Managers, Capacity Building for Local Poverty Reduction Action Teams (LPRATS) and special courses in project feasibility preparation as well as management.

Interestingly, LGA has developed courses in environmental planning and management and specialized courses for the Autonomous Region for Muslim Mindanao.

The Academy has also developed a course on mainstreaming indigenous knowledge systems in local governance.

Many of the course offerings of CLRG and LGA appear to be general courses. Because they build up the capacities of local government leaders, the chances of achieving the MDG goals are enhanced.

Please see *Annex C* for a listing of current course offerings of LGA.

### ***Other capacity development institutions for local development***

CLRG and LGA are the leading CD institutions for local development. A third institution, the Development Academy of the Philippines also offers CD programs. Established in June 1973, it is even older than the LGA.

The DAP was originally intended to focus on national development. Eventually, it went into local CD. It offers both academic and short courses on local development.

Training institutions are not only located in the National Capital Region. Accelerated interest in local governance capacity development has resulted in the emergence of these institutions all over the country. One factor is increasing involvement of the donor community in Philippine development. Since donors inevitably require capacity development as *sine qua non* for development projects, the number of training institutions has increased.

*Annex D* gives an idea of the spread of capacity development institutions throughout the country. It is a list of the seventy-five (75) members of the Local Governance Training and Resource Institutes. The list is not complete since there are non-member institutions who are actively involved in capacity development.

### ***Financing national capacity development institutions for local development***

As pointed out earlier, the Philippine government invested in CD for local development forty-three years ago. This is an indication that the link between CD and development was recognized very early on. The two leading national institutions for local CD have their own budgets which cover the salaries of regular staff as well as operations expenditures. This relieves the two institutions from the burden of total dependency on fees from program participants.

However, both institutions are having increasing difficulties with their annual budgets from the government. The budget of the Center for Local and Regional Governance (CLRG) is part of the budget of the National College of Public Administration and Governance (NCPAG). In turn, the NCPAG budget is part of the University of the Philippines budget which has to be negotiated on an annual basis with the Department of Budget and Management. At most, the salaries of regular staff are



covered. Funds for maintenance and operation, research and development of new capacity development programs, have to be raised from local and international institutions.

CLRG has the advantage of tapping the research and teaching resources of NCPAG, as well as the rest of the university. Nonetheless, the budget constraints are becoming more severe with inflation, soaring costs for maintenance and operation. The deteriorating state of the economy has made CD more expensive even as the real value of the CLRG budget is shrinking.

In 2006, CLRG had a budget of Ph5.216 million, or just a little over \$100,000. This is minuscule compared to the recognized contributions of the Center to local CD. This also indicates the intense efforts which have to be exerted in order to generate resources from local, national as well as international sources.

On the other hand, Local Government Academy (LGA) is under the Department of the Interior and Local Government. Its budget in 2006 at Ph37.6 million (over \$700,000) is seven times that of CLRG. This covers salaries and maintenance and operating expenditures only and does not provide for research, training and program development.

LGA officials also complain of inadequate financial support. In 2005, LGA suffered a drastic 48% budgetary cut. In 2006 the tight budgetary situation prevailed. There was improvement in 2007 when the budget cuts were restored.

In 2008, the budget for LGA included allotments for CD programs. Of the total budget of Php118.194 million (more than \$2 million) Ph91.895 is for capacity development programs for local government officials and department personnel. It must be noted however, that this amount might include foreign funded programs.

### ***Financing MDG-related capacity development by national agencies***

In addition to the two leading national institutions for local CD, national agencies' budgets also provide for CD programs. At this time, it is difficult to segregate financing for local development expenditures since the national budget does not segregate capacity development for national and local employees.

To get an idea of available financing for CD related to agencies, the budgets of three national agencies were examined: These are the Department of Agriculture, Department of Education, and the Department of Health. The dollar equivalent was computed using an exchange rate of Ph50 to \$1.

Department of Agriculture

	<b>In Pesos</b>	<b>In Dollars</b>
Economic Research, policy formulation and planning services	3,525,000	70,500
Development of curricula, innovative training methods/techniques and project studies for multi-level training programs and rendering of technical assistance in the conduct of training classes to extension workers	5,285,000	105,700
Packaging and distribution of information, education and communication materials	12,381,000	247,620
Conduct of research studies	2,360,000	47,200
Implementation of scholarships and grants	712,000	14,240
Operation and Maintenance of Network of Training Centers and conduct of training classes including International Training Center on Pig Husbandry	137,988,000	2,759,760
	<b>Ph162,251,000</b>	<b>\$3,245,020</b>

Department of Education

	<b>In Pesos</b>	<b>In Dollars</b>
Appropriation for Human Resources Training and Development including Teacher's Training, Scholarships and Fellowship Grants	<b>940,000,000</b>	<b>18,800,000</b>
	<b>Ph940,000,000</b>	<b>\$18,800,000</b>

Department of Health

	<b>In Pesos</b>	<b>In Dollars</b>
Health human resource policy development and planning	52,193,000	1,043,860
Provision for a pool of 60 resident physicians	10,862,000	217,240
Provision for a pool of 136 Medical Specialists (part time) and 10 Medical Specialists (full time)	18,777,000	375,540
Implementation of the Doctors to the Barrios and Rural Health Practice	42,284,000	845,680
	<b>Ph124,116,000</b>	<b>\$2,482,320</b>

Three observations must be made. First, only part of these expenditures is possibly for local officials. Second, some of these allocations could be foreign funded like the International Training Center on Pig Husbandry. Third, possible allocations for CD form tiny portions of total budgets of national agencies. The total budgets of the three agencies for 2008 are:

	<b>Total Budget</b>	<b>Percent for CD</b>
.Department of Agriculture	3,193,643,000	5.08%
.Department of Education	140,252,715,000	0.67%
.Department of Health	20,485,690,000	0.61%

### ***Financing MDG-related capacity development by local governments themselves***

Local government units themselves finance CD programs related to development in general and MDGs. Again it is difficult to get aggregate figures within a limited time frame.

Those who tend to spend for their MDG-related CD are the big LGUs. This would include the city, big provinces and municipalities. Again, it must be pointed out that with the exception of the three largest cities—Manila, Quezon City and Makati City—all LGUs are dependent on the national government for their budgets. These take the form of internal revenue allotments. Dependency can be as high as 99% for the poorest LGUs.

It might be useful to take a look at the provinces of Bulacan and Negros Oriental. Bulacan's income is more than double that of Negros Oriental. Bulacan ranks number 1 among 77 provinces in terms of income while Negros Oriental, whose income is less than one-half that of Bulacan, ranks No. 22. Bulacan is also Number 1 in terms of expenditures, with Negros Oriental at 21.

Nonetheless, both provinces are multi-awarded. Bulacan has won practically all the awards possible for provinces, notably from Gawad Galing Pook, Philippine Chamber of Commerce and Industry and from Konrad Adenauer Stiftung. Its former governor, Josie de Leon received the highest award possible from the Civil Service Commission, the Presidential Lingkod Bayan Award. In 2006, it received a Special Citation on Local Capacity Innovations for the Millennium Development Goals.

On the other hand, Negros Oriental, while income-poor relative to Bulacan, is also multi-awarded. It has been winning major awards from 2002 to the present, particularly the Gawad Galing Pook. It also received a special citation for Local Capacity Innovations for the Millennium Development Goals.

What could be the factors which shaped such sterling performances? Both provinces have committed political leadership, large investments in CD, and high quality of personnel.

The track records of these two provinces were initiated by previous governors and carried on by the new officials. Both previous and present political leaders are recognized national icons.

Bulacan's stature was built up largely because of its large investments in CD, particularly health. For example, the Provincial Health Office has been transformed from a purely service hospital facility to a teaching and training hospital. Another innovation is CD for barangay (village) officials under the Barangay Governance Program. The provincial budget is clearly aligned with the Millennium Development Goals. Since it has higher income, Bulacan even funds the travel abroad of its leading and deserving officials.

At present Bulacan is a favored destination for other provinces who want to learn from the experience of a high profile, successful local government unit.

Negros Oriental is also investing heavily in health. Thirty-seven percent (37%) of its budget goes to health, including CD in health. The Provincial hospital has been expanded and now includes private rooms. Since it anticipates a shortage of doctors in the very near future due to brain drain, it has convinced Silliman University to open a School of Medicine. The province has set up scholarships in medicine and graduate studies in public administration and governance.

## ***II. DONOR AND CIVIL SOCIETY INVESTMENTS IN LOCAL CAPACITY DEVELOPMENT***

During the past decade the international donor community has been evincing increased interest in local governance. This includes the multilateral institutions, e.g. World Bank, Asian Development Bank, and the United Nations, as well as bilateral donors like the United States, Japan, Australia, the members of the European Union, and others.

Donor interest in local governance further intensified with the Millennium Declaration and the agreements on the MDGs. It was obvious that local government units would have an important role in attaining the MDGs since actual delivery of most basic services is done by them.

Civil Society organizations—international, regional, national and local—have a special interest in the attainment of the MDGs as well as in national and local governance.

One example is the global civil society network, Social Watch. For twelve years now, Social Watch has been monitoring the implementation of government commitments to social development. The monitoring is also done by the regional and national networks like Social Watch Asia and Social Watch Philippines.

Social Watch Philippines works very closely with local government units and conducts CD for them in the area of monitoring implementation of MDG goals as well as social and economic development.

### ***Donor investments in local CD***

Donor investments in local CD take two forms: These can be part of programs or projects funded by international donor institutions and countries. Generally, CD forms an indispensable part of foreign funded programs and projects. These are necessary especially if the program involves the introduction of new strategies and policies, and new technology.

The second type includes CD designed to enhance and improve knowledge and skills in specific areas of local governance, e.g. planning, project management, fiscal administration, accountability and information technology. Big bilateral or country donors support these enhancement programs in cooperation with recipient local government units. These include countries like the United States, Canada, Japan and Australia who have the resources to invest in CD facilities.

A good number of donor investments are in health. No less than the Department of Health itself has admitted that more than 50% of available funding for MDGs is from the donor community. Presumably, these program and project funds would include support for CD.

### ***The Philippine-Australian Human Resource Development Facility (PAHRDF)***

PAHRDF is one of the major CD facilities in the Philippines and is financed by the government of Australia. It provides short term and long term CD support to national and local government agencies. It aims “to develop and enhance the capacity of target partner institutions in service delivery and its corresponding administrative governance support, particularly in Human Resource Management and Development.”

CD programs include the implementation of learnings in actual work situations. This is done through the Re-entry Action Plans (REAP) which is required in all its activities. A substantial part of its programs is conducted right in the workplace. In this manner, reality is not far removed from new knowledge and skills which are imparted to the participants. Some programs entail travel to Australia for observation trips.

PAHRDF also offers scholarships to universities and training facilities in Australia. \$3-4million is allocated annually to fund customized training interventions abroad.

PAHRDF has been cited by Undersecretary Austere Panadero of the Department of Interior and Local Government (DILG) as an excellent example of a CD institution which is demand-driven. He noted that the recipient LGUs themselves identify weaknesses in their systems and assess the level of skills in their organizations. Furthermore, LGUs actively participate in the selection of the training provider.

This writer has had the opportunity to participate in a number of CD activities of PAHRDF and can confirm the above observations. An additional feature is the careful monitoring of actual implementation of the re-entry plans.

The Training Work Program of PAHRDF for 2007-2008 includes activities with partner institutions composed of local government units as well as institutions located in the provinces. It includes fourteen (14) local programs at a cost of \$1.310 million. Below is a list of the local programs with its corresponding budget.

Strengthening Training Management and Coordination Function in PGSDN in the Provincial Government of Surigao del Norte	\$90,000
Developing a Pool of Trainers in PGAS with the Provincial Government of Agusan del Sur	\$80,000
Strengthening Fiscal Management in the Provincial Government of Surigao del Norte	\$70,000
Training the Change Management Team on Reengineering the Provincial Government of Bohol	\$100,000
Enhancing Job Fit in PGMO through Job Analysis and Redesigning in the Provincial Government of Misamis Occidental	\$80,000
Enhancing Database Management in the Provincial Government of Agusan del Sur	\$100,000
Improved PGNS Program & Project Management for Sustainable Development in the Provincial Government of Northern Samar	\$150,000
Enhancing Performance Evaluation System in the Provincial Government of Surigao del Norte	\$60,000
Development and Installation of a Performance Management Framework in the Provincial Government of Northern Samar	\$60,000
Capacity Building for the Mindanao Economic and Development Council to Develop and Mainstream Strategic Peacebuilding and Development Frameworks	\$170,000
Enhancing PGAS Qualification Standards and Tools for Effective Recruitment and Placement in the Provincial Government of Agusan del Sur	\$80,000
Training on Eco-Tourism Services Standards Development in the Provincial Government of Bohol	\$100,000
Building the Training and Development Functions of HRMO in the Provincial Government of Bohol	\$80,000

Strengthening PGNS Training Pool/Provincial Livelihood and Development Office in the Provincial Government of Northern Samar	\$90,000
	<u>\$1,310,000</u>

### ***Civil society investments in local CD***

Many civil society organizations are directly involved in local CD. However the range of their financial investments is nowhere near that of the donor institutions or the government agencies. In the first place, their costs tend to be lower because they have lesser overhead and smaller staff. Furthermore, their compensation rates tend to be lower because part if not all of their work is voluntary.

When former Governor George Arnaiz of the multi-awarded province of Negros Oriental was asked how he knew about the MDGs, his prompt answer was: “From Social Watch!” Social Watch Philippines was very much ahead of many government agencies in advocating for the MDGs among LGUs.

In the Philippines, LGUs are often asked to contribute to special activities by various groups. When the Mayor of Dumaguete was asked by a national association to sponsor a dinner for all their delegates, the answer was “Your activity is not related to the MDGs. We have to refuse.”

These two incidents show the extent of the contributions of Social Watch to the province of Negros Oriental and the City of Dumaguete in campaigning for the MDGs and contributing to social development.

Social Watch Philippines assists LGUs by training them in monitoring social development, particularly the MDGs. They help establish Community Based Monitoring Systems (CBMS). Costs are usually shared, with Social Watch financing the cost of the services of facilitators while the LGUs pay for the costs of training as well as the fees of the data gatherers and other costs.

Other voluntary organizations act as service providers and bid for projects financed by donor institutions.

The contributions of civil society to CD cannot be measured in monetary terms. These can be seen in the communities which have undergone profound changes as a result of their efforts.

### ***III. GENDER DIMENSIONS OF INVESTMENTS IN LOCAL CAPACITY DEVELOPMENT***

The Philippines is widely believed to have high ratings in gender equality. This also goes for CD activities.

The national budget of the Philippines always carries the provision that 5% of the budgets of all agencies should go to gender and development. Gender budgeting is aggressively pursued in the country. The National Commission on the Role of Filipino women (NCRFW) is directly under the Office of the President. It sees to it that laws on gender and development are followed by the agencies.

While the 5% provision for gender budgeting in the Appropriations Act is considered significant, it is still honored in the breach for many agencies. The funds allotted for gender and development can be utilized by the head of agency to finance activities which are not related to GAD.

While it can be said that gender equality is very high in the Philippines, there is a need for continuing militance. All sorts of non-gender expenditures can be charged to the gender budget. Incidents of sexual harassment still occur in many offices with the offenders getting scot-free. In certain areas of the country, women are not treated equally because of the cultural bias and utter lack of gender sensitivity.

On the other hand, gender consciousness seems to be deeply embedded in foreign assisted projects. The inevitable requirement that programs and projects should be gender-sensitive is a firm donor requirement.

The provinces of Bulacan and Negros Oriental have very active gender and development desks. Bulacan has special CDs on gender and development. Interestingly, its entire financial management team is headed by women, ranging from the Planning Officer, the Treasurer, the Budget Officer and the Chief Accountant. Most of the major accomplishments of the province and its major awards were achieved during the time of the former lady governor, Josie dela Cruz.

The province of Negros Oriental is also very active in gender and development activities. The capital city and its municipalities have gender desks. The influence of Silliman University, a 107 year-old educational institution is very much felt in the province. Joint CDs on gender and development are frequently held, in cooperation with the university. It also helps that most of the staff in the province, capital city and municipalities are graduates of the university and have imbibed its value system which includes gender equality.

#### ***IV. POLICY RECOMMENDATIONS AND CONCLUSIONS***

It is not possible to put in all the data and information gathered during the period of research, particularly in the two provinces. Much of the views in this portion of the report are culled from the interviews with national, as well as local officials. It also contains reflections of the writer on her long years of research, teaching and CD work in the Philippines and elsewhere.

A major conclusion that can be derived from the research is that the importance of CD for the achievement of social and economic development has long been recognized in



the Philippines. This can be seen in the high cultural value placed on academic education as well as informal and short-term training. The oldest CD institution, the Center for Local and Regional Governance, was established in the 1960s as an autonomous unit of the University of the Philippines. The other leading CD institution, the Local Government Academy, was established long before the world summits on economic and social development.

The series of global commitments made during the past two decades, the latest of which are the MDGs, intensified acceptance of the role of CD.

However, even with increased acceptance of CD there is still a mismatch between needs, demand and supply of CD activities. A major factor is the inadequacy of financing for CD.

### ***Demand***

In the Philippines, the advent of regionalization and decentralization has increased the responsibilities of local government units for the delivery of basic services especially in health and education. Recent commitments for specific and time-bound MDG goals have further increased pressure on LGUs to deliver. To be able to do all these, existing skills of LGU personnel have to be enhanced and enriched through CD.

Without doubt, the need for local CD is increasing. Are these needs translated into demand? Not necessarily. There are still national and local officials who believe that CD is not urgent, considering the extensive formal education system of the country with its hundreds of public and private universities. Certain practices in CD have eroded its usefulness and urgency. There are CD programs which are perceived to be more of “rest and recreation” activities.

There are many other reasons why the need for local CD is not translated into demand. Oftentimes, heads of LGUs and policymakers do not appreciate the relationship between recognized demand for reform and CD. They can be preoccupied with demands for more education, health and infrastructure but do not see the link with CD. Admittedly, there are abuses committed with CD. The selection of participants for CD programs, particularly those involving domestics and international travel can be heavily politicized. Also, troublesome employees who do not get along with their bosses are “exiled” to prolonged CD to keep them out of the way. These abuses discourage decision-makers from translating need to demand.

Even if the need for CD is translated into demands by the existing training institutions of the country and the donor community, these have to compete with other demands for the scarce resources of the economy. The Philippines has been in deficit since 1979 up to 2007, except for three years, from 1994-1996. It is also a practice in Philippine fiscal administration to reduce or delete programs for CD during periods of severe fiscal crunch. The LGA’s training budget was completely cut in 2005 and 2006. It was restored in 2008 with Ph32.995 million but this is still significantly lower than the

2003 and 2004 training budgets which were Php38.556 million and Ph34.856 million respectively. Only recently, the Philippine government announced that it will not be able to balance its budget in 2008.

### ***Supply***

At first glance, it might appear that the supply of CD facilities is more than adequate. As noted earlier, educational institutions, CD providers and civil society organizations are scattered all over the country. There is at least one training institution in each region.

However, it can be noted that a large number of these institutions are concentrated in the National Capital Region. The need and demand for CD is obviously greater in the countryside.

DILG Undersecretary Austere Panadero comments that more and more LGUs have developed the capacity to determine their weaknesses and strengths. However he noted that “the supply side has not adjusted and still relies on classroom training.” He also observed that CD in the Autonomous Region of Muslim Mindanao (ARMM) is supply-driven. External donors are active in the ARMM region.

### ***Content of CD interventions***

The content of CD interventions throughout the Philippines is very uneven. These would range from innovative, cutting-edge programs to the age-old practice of lectures and recitations. Even as CD institutions are organizing themselves into networks, many CD providers are still out of the loop.

Among the formal educational institutions, the Association of Schools of Public Administration (ASPAP) organized by the University of the Philippines College of National Public Administration and Governance endeavors to bridge the gap between leading CD providers and the many who are lagging behind. Many if not most ASPAP member schools provide formal academic training as well as short-term CD programs for LGUs.

ASPAP institutions share results of research, innovative teaching methodology, as well as CD programs and methodologies. They hold annual and quarterly meetings which are always accompanied by forums and dialogues in improvement of their outputs. ASPAP members also share and exchange experts and trainers during their CD programs.

ASPAP has over a hundred member institutions strategically located all over the country. (*See Annex E*). Not all institutions for public administration are members of ASPAP.

On the other hand LGA has organized the Local Governance Training and Resource Institutes which includes academic institutions and service providers. Their members are in *Annex D*.

The current trend is more for experiential learning. Thus, participants are not secluded in a remote training area but actually stay in the job sites. Coaching or mentoring is the preferred mode of knowledge transmission instead of long lectures. The focus of learning is not on theoretical issues but largely on actual practice. In the words of Usec. Panadero, “capacity-building is not only to develop competency but to apply it.” Unfortunately, there are not enough service providers who use this approach.

One innovation in local CD is the conduct of readiness tests. This was done by the Local Governance Support Program in ARMM by the Philippine-Canada Program. By engaging LGUs that are ready for CD, assistance is focused and has a greater chance for success. How prepared is an LGU to undergo change? LGSP identified four success factors in determining an LGU’s readiness for change. These are leadership, teamwork, community participation and peace and order. Through its experiences in CD, LGSP found out that the “attitude and approach of the mayor was the single most important factor in determining an LGU’s approach to CD”. In terms of teamwork, where there are good working relations between the executive and legislative branch, support for CD is more evident. Community participation is seen through the lines of communication that the LGU has with its constituents and the manner in which it engages non-government organizations and the private sector. Finally, LGUs in a state of crisis will find difficulty in sustaining CD activities. In gender equity mainstreaming, LGSP uses a calibrated approach in verifying the LGUs’ readiness by verifying the LGU’s interest in women concerns; ascertaining the functionality of the LGU in terms of staff, planning, implementation and budgeting systems and projects and services; and conducting a rapid inventory of past LGU initiatives.

The selection criteria for the second phase (1999-2001) of the LGSP in ARMM included the LGU’s willingness to allocate financial and physical resources and commit human resources in pursuing projects, ability to interface regular LGU activities with CD interventions and commitment in partnering with LGSP manifested by a signed ordinance and regular participation in activities.

Still another trend is for leading LGUs to develop into laboratories or learning sites for other LGUs. This is certainly true for Bulacan and Negros Oriental

It is not clear if most CD providers monitor outcomes of CD activities. As a general practice external donor institutions do it. PAHRDF is a good example of an institution which carefully monitors outcomes of its CD programs.

Leading national institutions do monitoring. Not all locally based CD providers do the same. The attitude is that CD ends with the formal sessions.

### ***Financing national and local government***

Because of the presence of so many educational institutions and CD providers, the impression is that the Philippines can very well be considered a leading “CD country”. As pointed out earlier, there are serious challenges. One of these is financing.

At the national level, while it is recognized as important, investment in CD is not very significant. This activity is left to two institutions which obviously cannot cope with increasing demand, largely because they are underfunded. The CLRG budget is very minimal. On the other hand, the LGA allocations for training were brutally cut in 2005 and 2006. The two institutions now depend on foreign assistance to develop new programs or bring existing programs to more LGU beneficiaries.

This writer doubts if even .1% of the national budget is spent on CD. CD is understood to mean not just human resource development; it also includes institutional development. On the other hand LGUs are heavily dependent on the national government for their budgets. Thus, the obvious conclusion is that paeans to education and CD notwithstanding, funding is largely insufficient.

The two large networks of CD providers do not have funding to tackle issues about standards, innovations and monitoring.

As for financing at the local level, Usec Panadero and other interviewees concede that generally, LGUs don’t invest in CD, with some exceptions like Bulacan and Negros Oriental. They say that they would rather invest in “concrete” projects like infrastructure and equipment.

### ***Financing by the donor community***

Responsiveness of donor financing for CD is mixed. Many donor institutions are focusing on ARMM. However, the observation is that the content of the programs is donor or supply driven. At the same time, there is the example of PAHRDF which is demand-driven in the sense that recipient LGUs identify areas of CD activity and participate in the selection of service providers.

### ***Good/bad practice***

The provinces of Bulacan and Negros Oriental present examples of a rich province and a poor province that are recognized as leading LGUs in service delivery. This is largely because they have invested in CD under committed political leadership.

## ***Recommendations***

### **1. Who should be the target for financing advocacy for CD?**

It is easy to say that governments and the donor community should be convinced to invest more in CD. The question is: who in government and who in the donor community? National agencies and local government units which actually deliver basic services do not need much convincing. It is the agencies and people who determine the development priorities and prepare the budgets who need to be convinced. They can be identified in any country.

In the Philippines as in many other countries, it is the President who decides on the development priorities which are made as the basis of the national budget. Proposals are made by the heads of agencies. These are consolidated and forwarded to the legislature for appropriation.

Heads of agencies generally provide for CD but these are routinely cut. Any advocacy therefore should include the planning and the budgeting agencies.

The legislative process provides exciting opportunities for financing advocacy. This was the experience of Social Watch Philippines when it launched its Alternative Budget Initiative. This is a partnership among civil society organizations and legislators to craft alternative budgets for MDG-related goals. The second and third years of this Initiative are supported by UNDP. So far, ABI has successfully increased allocations for MDGs by Ph6.3 billion. These additional allocations contain CD activities. For example, the additional allocation for agriculture is for organic farming and involves extensive CD.

### **2. Involve civil society organizations and private sector in the advocacy campaign.**

This is self-explanatory. The advantages are obvious. CSO's engage LGUs extensively in the Philippines. The chances of success tend to be greater when CSOs participate as partners and not as outsiders. CSOs may not have funds but certainly they bring in professionalism, commitment and dedication to the partnerships they enter into.

### **3. Aid effectiveness and coordination need further enhancement.**

In the Philippines, the Philippine Donors Forum was set up with this objective. Each donor has its own strategic objectives and policy thrusts. There is a need to minimize crowding in preferred LGUs and to reduce overlapping activities. Donors need to coordinate more with the government as well as with each other.

### **4. Gaps in CD which need to be addressed:**

a. *The need to strengthen the quality of LGU personnel.* A great number of CDs are related to programs and projects. This is particularly true for donor funded projects. The Bulacan and Negros Oriental experience has shown that aside from CD, their personnel have a high quality of education as well. This is because Bulacan is close to the Metro Manila where most of the best universities are. The Administrative Officer of the province is a graduate of economics from the University of the Philippines. All their directors have good master's degrees. On the other hand, most of the provincial and municipal employees of Negros Oriental are from Silliman University, which is one of the best schools in the country.

In the long run, it might be advantageous to assist LGUs in upgrading the quality of education of their personnel. Even if they undergo the best CD, if their college education is inferior or inadequate absorptive capacity will be limited. The author has experienced this many times in CD for remote provinces.

It might be expensive but it would also be useful to assist local universities and institutions in enhancing the basic collegiate education that they offer to potential LGU personnel. ASPAP has already made a start in this direction but they desperately need financial assistance.

Donor communities generally sponsor graduate studies in their respective countries. This tends to be very expensive and cannot benefit many recipients. Education in local leading universities is infinitely cheaper and the quality is comparable.

b. *The need for CD in general local government.* CD now tends to be more and more specialized. This is well and good. Technicians and specialists are very important. However, it is equally important to upgrade knowledge of LGU personnel on broad areas of administration, especially on matters related to governance. Personnel are transferred to various offices. Whatever specialized knowledge they get may not be as useful when they move to other positions, especially higher ones.

Interviews indicate a need for a more holistic approach to CD, more towards organizational development. This is exactly what Bulacan did.

c. *The need for rigorous research on needs, demand and supply.* Many CD programs are initiated on the basis of instinct. Even more frequent, they are chosen on the basis of funds availability and donor interest.

d. *The need to develop CD for political leaders, whether national or local.* There are not many CD activities for political leaders. It must be borne in mind that these are the people who make the final decision on financing support. The author has had many experiences with "successful" CD which could not get off the ground or failed in the monitoring stage because of lack of political support.

*e. The need to enhance and upgrade the capacities of service providers.* PAHRDF has embarked on a series of CD to enhance the capacities of service providers especially on important issues. This is largely in response to the observation that many of them are stuck in the rut of traditional thinking and practice on development issues. The latest of these programs was on gender and development.

*f. The need to invest in personnel directly delivering service, e.g. health workers.* Usec. Panadero has observed that the primary targets of CD are those who manage service delivery, not those who actually deliver the service, as in health. Again, the experience of Negros Oriental, considered a poor province, is very instructive. It decided to sponsor scholarships to medical school in order to assure availability of doctors for its provincial hospital. It has also convinced cities and big municipalities to assure themselves of a doctor by investing in medical education.

DRAFT

## ANNEX A

### THE PHILIPPINE LOCAL GOVERNMENT SYSTEM

The Philippines has a unitary form of government and its Constitution provides the general framework for the existence of local government units (LGUs). Local governments are considered “*constitutional creations and instrumentalities of the state*” (Cabo, 1999: 149) which stresses that national government, through Congress, has the power to create, merge and abolish them and define the powers LGUs can exercise. The local government structure has three layers – provinces, municipalities and component cities, and barangays (villages) respectively. Highly urbanized cities are considered at the same level as provinces though these are directly divided into barangays. Each level of local government is subject to general supervision by the higher level of local government in terms of budget and legislation. Provinces and highly urbanized cities however are directly supervised by the President. Currently, the local government system is composed of 81 provinces, 136 cities, 1,494 municipalities and 41,995 barangays. It is through the Department of Interior and Local Government (DILG) that the national government monitors local government performance. The Autonomous Region of Muslim Mindanao (ARMM) is a special form of regional government created by Republic Act 6734 while the Metropolitan Manila Development Authority (MMDA) is special administrative body for planning and development without the political powers of local government units.

The 1991 Local Government Code of the Philippines (Republic Act 7160) is a hallmark legislation that institutionalized the local autonomy of LGUs by operationalizing decentralization. Its salient features include provisions on the creation of administrative positions, revenue-generating measures, inter-LGU undertakings, devolved responsibilities and regulatory functions and the creation of special local bodies that mandate the participation of civil society organizations and representatives of marginalized sectors. The law devolved the delivery of basic services and the operation of facilities that include agricultural services, health services, social welfare services, hygiene, sanitation and solid waste collection, infrastructure and environmental management. Along with the devolution of functions, a number of personnel were also transferred from affected national government agencies.

Local governments receive a fixed share of national government revenues through the Internal Revenue Allotment (IRA) and income from the development of national wealth based on a formula fixed by law. The transfer of expenditure responsibilities came with a range of revenue-generating powers. Taxing powers of LGUs include taxes on real property, local business and community, franchise, quarry resource extraction, professionals, and amusement places. Real property tax generally provides the bulk of local revenues. Other sources of revenue include service fees and charges, public utility charges and toll fees. LGUs can also issue bonds, debentures and securities and enter into build-operate-transfer projects.



Key issues and challenges concerning local governments center around the capacity of local governments to effectively deliver public services and meet development goals. With the devolution of services, local government units play a critical role in achieving the Millennium Development Goals (MDGs) particularly in financing these goals. The Midterm Progress report on the MDGs in 2007 notes that LGU expenditures on economic services declined for the period 2000-2006. In terms of social services, LGU expenditures declined from 2000-2002 and 2004-2005 though increasing slightly in 2003 and 2006. Studies have revealed that local revenues together with IRA are insufficient to cover the costs of devolved services. Around 90% of LGUs are dependent on the IRA to finance their operations. The IRA makes up the bulk of the LGU budget particularly for lower income municipalities and barangays, In addition, there is a vertical imbalance or a mismatch between resources and expenditures transferred to the different tiers of local government and a horizontal imbalance wherein more urbanized LGUs receive more than their requirements (Manasan, 2004). Another issue is the technical and personnel capacity at the local level to absorb devolved functions and responsibilities.

The national government through its line agencies together with the donor community and civil society are investing in programs and projects to improve local capacity in meeting MDGs.

## **Annex B**

### **List of Capacity Development Activities Conducted by the Center for Local and Regional Governance (CLRG), 2002-2007<sup>2</sup>**

#### **Regular Training Programs**

- Basic Course on Local Governance and Administration
- Basic Course on Local Legislation
- Development Legislation and Enhancement Course
- Local Administration and Development Program (LADP)
- Seminar-Workshop on Barangay Justice System
- Sustainable Barangay Development Course
- Fiscal administration and resource generation strategies

#### **Customized/Sponsored/Special Training Courses, Conferences and Programs**

##### **2007**

- Basic Course on Local Governance
- Development Legislation Enhancement Course
- Executive-Legislative Agenda Setting for the City Government of Tabaco, Albay
- Dialogues on Federalism
- Study Tour to Switzerland on Fiscal Federalism and Economic Development for Delegation from the Philippines
- Multi-sectoral and Barangay Consultation Workshops for the Municipal Government of Hagunoy, Bulacan
- Seminar on Local Legislation and Budgeting for the League of Vice Governors of the Philippines
- Strategic Planning for the Municipal Government of Sta. Barbara, Pangasinan
- Course on Local Legislation and Development for the *Sangguniang Panlalawigan* of Bohol
- Basic Course on Local Legislation and Development (for newly-elected local legislators)
- Building Strategic Alliances with Local Government Units: A Seminar Workshop for Petron Provincial Superintendents/Managers/Key Officials
- Bridging Financial Gaps for Grassroots Development for Barangay Officials of Libon, Albay
- Nurturing the Youth as Responsible Development Partners: Youth Leadership Seminar Workshop for the SK of Libon, Albay
- Workshop for Sustaining the Development of Libon, Albay

##### **2006**

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<sup>2</sup> Data from the Center of Local and Regional Governance (CLRG), NCPAG, UP Diliman.

- Seminar-Workshop on Barangay Justice System
- Course for Young Local Legislators
- Capacity Enhancement Program for Barangay Officials of Libon, Albay

### **2005**

- Capacity Building for Local Poverty Reduction Action Team (LPRAT) in the Autonomous Region in Muslim Mindanao (ARMM);
- Planning Cum Teambuilding Seminar-Workshop for the Mun. Govt of Libon, Albay
- Workshop on Gender and Development (GAD) Agenda Setting for Brgys. of Mandaue City (3 Batches)
- Workshop on Good Governance and Youth Leadership for Sangguniang Kabataan Leaders
- Follow-up Workshop on GAD Project/Activity Implementation in the Barangays of Cagayan de Oro City (4 Batches)
- Workshop on Gender and Development (GAD) Agenda Setting for Barangays of Iligan City (4 Batches)
- Workshop on Breaking a Common Ground for Visayas Development
- Regional Training Workshop on Engendering Local Government Institutions
- Legislative Development Seminar-Workshop for the Sangguniang Panlungsod of Urdaneta City, Pangasinan
- 12<sup>th</sup> Diliman Governance Forum: An Assessment of Local Governments in the Philippines

### **2004**

- Conference Workshop Towards a Visayas Development Framework
- Workshop on Development Agenda Setting for Local Governments
- Workshop on Gender and Development Agenda Setting for Barangays
- Mainstreaming gender and development approaches to local government officials
- Orientation course for members of the executive branch of the LGU
- Seminar-Workshop on Revenue Generation and Resource Mobilization
- Capacity Building for LPRAT in ARMM: Project Development and Management

### **2003**

- Barangay Devt Planning for Project Beneficiaries of the VMSDFI
- Barangay development planning
- Roundtable discussion on Good Urban Governance (GUG): Status and Best Practices
- SW on Revitalizing ILGAs: Strengthening capability building programs of local academic institutions
- Environment and Natural Resources Management Planning Workshop for Local Governments
- National Summit of Women LCEs and Legislators
- 5<sup>th</sup> National Social Science Congress ((co-organizer of 2 fora)  
Forum 1: Youth Revisited: Reflections of Past Student Leaders  
Forum 2: Today's Young Local Government Leaders: Tomorrow's Hope

- Training Course on Understanding Decentralization in Sector Politics and Sector Projects
- Enhancing Local Governance and Development
- Training on Decentralization in Rural Development
- Revenue Generation and Resource Mobilization
- Revenue Codification Seminar Workshop: Assisting local government personnel in the formulation of omnibus revenue codes
- Special Training Course in Local Governance
- Training Course on Understanding Decentralization in Planning
- Investing to Earn: Alternative Approaches to Intelligent Local Public Investments for the local officials of Nueva Vizcaya, Nueva Ecija, and Benguet
- Orientation-Seminar on the NGO/PO Participation in the Quezon City Development Council
- Technical Working Group Member, Coop-LGU Partnership Awards 2003 (Recognizing initiatives of outstanding cooperatives)

### **2002**

- Conference cum Workshop on Local Government and Federalism Featuring German and Philippine experiences
- Roundtable discussion on Local Political Leadership, Citizen Action and Social Responsibility for Ecological Environmental Management: Focus on solid waste management (In partnership with CIDS, CLCD, BLGD-DILG)
- Seminar Workshop on Local Financial Management
- Sangguniang Kabataan Organizational Leadership Seminar
- Study Tour in Support of Devolution Reforms in Balochistan

## **Annex C**

### **List of Regular and Special Programs and Capacity Development Activities Conducted by the Local Government Academy (LGA), 2005-2007<sup>3</sup>**

#### **Regular Programs**

- Coaches' Workshop on Local Leadership
- Development Legislation Course for Effective Local Governance
- Resource Mobilization and Financial Management and Analysis
- Capacity-Building Program on Computer Applications and Information Management Systems for LGUs and DILG Personnel

#### **Special Programs**

- Professionalizing Local Fiscal Managers: A Key to Greater Local Fiscal Autonomy
- Capacity-Building Program for LPRATS in ARMM: Project Development and Management
- Technical Skills for Project Feasibility Study Evaluation
- Project Preparation and Management
- Public-Private Partnership for Better Local Government Services
- Executive Course for the Enhancement of Local Leaders
- Environmental Planning and Management
- Mainstreaming Indigenous Knowledge Systems in Local Governance

#### **2007**

- Newly Elected Officials Training Program
- Access to Justice for the Poor Project
- Training on Computer Applications and Information Management
- National Coaches' Training and Regional Coaches' Training
- Training Induction for the 45<sup>th</sup> batch of Local Government Operations Officers (LGOOs)
- Creating Synergy in Action: Training Programs for the New Set of Local Officials
- JMC 101: Understanding the Rationalized Planning System
- Enhancing Local Government Capacity for Minimum Response to HIV-AIDS

#### **2006**

- Enhancing Capacities of the City Development Council Towards Greater Productivity and Excellent Performance
- Consolidating Philippine Local Government Associations (COPLOGA)
- Enhancing Capabilities of Local Leaders Towards Achieving Results

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<sup>3</sup> Sourced from LGA Annual Reports, 2005-2007

- LGU Capacity Development Agenda
- Development Legislation: Improving Quality of Local Policies Towards Development
- Comprehensive and Sustainable Local Development Planning
- Excelling Capacities of Barangay Officials for Greater Productivity
- Excelling LGU Performance Through Corporate Governance
- Enhancing Capacities on Integrated Coastal Management Towards Local Development (Batangas Province as national demonstration site).
- Upscaling Knowledge in Local Environmental Planning and Management Process.
- Enhancing Proficiency of Barangay Officials Towards Effective Barangay Governance-Radyo Aralan: Ang Barangay at ang Pamamahala
- Enhancing Capacities of Community Leaders: Bridging the Gap Between People and Government
- Capacity Building for Sustained and Multisectoral Response to HIV/AIDS
- Local Governance Training and Research Institutes – Philippine Network (LoGoTRI-PhilNet)
- 3<sup>rd</sup> Year of the Capacity Building for Local Poverty Reduction Action Teams (LPRAT)
- Harnessing Institutional Capacity: Creation of Synergy Among Foundations
- 3-day Seminar on MDG Localization for the barangay officials of the Science City of Muñoz
- Enhancing Capacities of the City Development Council Towards Greater Productivity and Excellent Performance.
- Consolidating Philippine Local Government Associations (COPLOGA)
- Integrated Pro-poor Water and Wastewater Management

## 2005

- Looking Forward to Better Governance
- Validation Assessment for the 44<sup>th</sup> Induction Training for LGOOs
- Jumpstarting Local Development: Managing the First Steps
- The MDGs and the 10-point Agenda of the President: A Panel Presentation: Translating the MDGs and 10-point Agenda into local policies and programs for the Provincial Board Members League (PBLMP)
- Strategic Planning: Developing the Development Agenda for the 1<sup>st</sup> District of Leyte
- Capacity Building for Local Poverty Reduction Action Teams in ARMM
- Training of Trainers Workshop on Local Government and NGO/CBO Collaboration on Participatory Planning
- Training on Institutional Capacity Building on Public-Private Partnership for LGUs in the Philippines
- Refresher Course on LGPMS and Crash Course on Problem Identification and Analysis for LGPMS National Implementation
- Enhancing Capacities of Barangay Officials for Greater Productivity

- Enhancing Capacities of Local Officials for Greater Productivity
- Resource Mobilization and Project Proposal Preparation and Negotiation
- Workshop on Assessing the Current Initiatives for the Attainment of the Vision of Tanauan, Leyte
- Development Legislation: Improving the Quality of Local Policies Towards Development
- Orientation on Local Environmental Planning and Management
- Capacity Building for Local Poverty Reduction Action Team (LPRAT) in “Donors’ Forum”

### **Training Programs Implemented through the DILG Regional Offices**

- Executive-Legislative Agenda (ELA)
- Local Legislation Training
- Skills Enhancement for Barangay Secretary
- Skills Enhancement for Barangay Treasurer
- Team Building
- Solid Waste Management
- Strategic Planning
- Katarungang Pambarangay Training
- Refresher Course on Gabay sa Mamamayan Aksyon Center and Barangay Savings Replication Program
- Codification and Resource Mobilization Training
- LGPMS Orientation Briefing
- Barangay Local Governance
- RA 9184 or the E-Procurement Act
- Ordinance-Resolution Workshop
- Orientation on Bayanihan Center Operations
- Orientation on Barangay Peace and Order
- Barangay Development Planning Training
- Capacity Building for Reelected Officials

## **Annex D**

### **List of Member Institutions of the Local Governance Training & Resource Institutes – Philippine Network, Inc. (LoGoTRI – PhilNet, Inc.) by Region<sup>4</sup>**

#### **NATIONAL CAPITAL REGION (NCR)**

Ateneo School of Government (ASG)  
Center for Local and Regional Governance, NCPAG, UP Diliman (NCPAG-CLRG)  
Social Development Research Center, De La Salle University (DLSU-SDRC)  
Development Academy of the Philippines (DAP)  
Development Planning and Environmental Management  
Geodata Systems Technologies, Inc.  
Local Government Academy (LGA)  
Participation Associates, Inc.  
People's Organization for Secured Tenure Network (POSTNET)  
Tanggol Kalikasan, Inc.  
Technology University of the Philippines (TUP)

#### **CORDILLERA ADMINISTRATIVE REGION (CAR)**

Mountain Province State Polytechnic College

#### **REGION I**

Mariano Marcos State University  
University of Northern Philippines

#### **REGION II**

Cagayan State University  
Isabela State University  
Nueva Vizcaya State University

#### **REGION III**

Angeles University Foundation  
Central Luzon State University

#### **REGION IV**

Batangas State University  
Southern Luzon Polytechnic College

#### **REGION IV-B**

Western Philippine University

#### **REGION V**

Center for Local Governance, Ateneo de Naga University  
Camarines Norte State College

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<sup>4</sup> Source: Local Government Academy. LoGoTRI PhilNet Current Member Institutions.  
<http://www.lga.gov.ph/links/logotri.php>



## **REGION VI**

Gerry Roxas Foundation  
Guimaras State College  
Panay State Polytechnic College  
University of San Agustin  
Western Visayas State University

## **REGION VII**

Cebu Center for Local Governance – USP Foundation, Inc.  
Cebu City Resource Management and Development Center  
Cebu Normal University  
Cebu State College of Science and Technology  
Negros Oriental State College  
CyberBarangay  
Consortium of Center for Local Governance Philippines Foundation (CCLGPFI)  
Center for Local Governance, Holy Name University  
Siquijor State College  
Sto. Niño Parish Church

## **REGION VIII**

Eastern Samar State College (ESSC)  
Eastern Visayas State University  
Palompon Institute of Technology  
Institute for Local Government, University of Eastern Philippines

## **REGION IX**

Kasanyangan Foundation, Inc.  
Western Mindanao State University

## **REGION X**

Bukidnon State University  
Capitol Institute for Research and Extension (CINREX)  
Capitol University Graduate School  
Mindanao Business Information and Office Services (MINDBIOS), Inc.  
Mindanao Polytechnic State College  
Misamis University Community Extension Program (MUCEP) and Misamis University  
Research Center (MURC)  
Pakigdait, Inc.  
Safe River, Life Saver Foundation, Inc. (SRLSFI) of Liceo de Cagayan University  
Southern Philippines Research and Extension Foundation, Inc., (SOPREX)

## **REGION XI**

Ateneo Resource Center for Governance, Ateneo de Davao  
Cor Jesu College  
Minphil International Consultant, Inc.

San Pedro College  
Univeristy of Immaculate Conception  
University of the Philippines, Mindanao  
University of Southeastern Philippines

**REGION XII**

Notre Dame of Marbel University  
Notre Dame of Tacurong College  
Notre Dame University  
St. Benedict College  
Southern Baptist College  
Southern Christian College  
Sultan Kudarat Polytechnic State College

**CARAGA REGION**

Northern Mindanao State Institute of Science and Technology  
Development Center for Local Governance & Integrative Studies (DCLGIS), Urios  
College  
Surigao del Sur Polytechnic College

**ARMM**

Kalimudan Foundation  
College of Public Affairs Center for Local Governance, Mindanao State University  
Yakan Integrated Research and Development Foundation, Inc. (YIRDFI)

## **Annex E**

### **List of Members of the Association of Public Administration Schools in the Philippines by Region**

#### **NATIONAL CAPITAL REGION (NCR)**

University of Makati  
Pamantasan ng Lungsod ng Maynila  
City College of Manila  
Polytechnic University of the Philippines  
Trinity College of Quezon City  
University of the Philippines, Diliman  
Eulogio Amang Rodriguez Institute of Science and Technology  
Greenville College  
Dela Salle Araneta University  
Jose Rizal University  
Lyceum of the Philippine  
Ateneo de Manila University  
University of Sto. Tomas  
UP National College of public Administration and Governance  
Adamson University  
National College of Business & Arts  
Navotas Polytechnic College  
Our Lady of Fatima University  
Philippine College of Health and Sciences  
Philippine State College of Aeronautics  
Philippine Women's University  
Rizal Technological University  
University of Manila  
University of East Manila  
Kalayaan College  
Emilio Aguinaldo College  
Far Eastern University  
Manuel L. Quezon University  
Central Colleges of the Philippines  
Ama Computer College  
Development Academy of the Philippines  
Development Planning and Environmental Management  
Technology University of the Philippines (TUP)

#### **CORDILLERA ADMINISTRATIVE REGION (CAR)**

Mountain Province State Polytechnic College  
Benguet State University  
University of Baguio  
Kalinga Apayao State College

Baguio Central University  
Benguet Central College  
Cordillera Career Development College  
Ifugao State College and Agriculture and Forestry  
Saint Louis College of Bulanao  
University of Cordilleras

### **REGION I**

Mariano Marcos State University  
Northwestern University  
Saint Louis College – San Fernando  
University of Luzon  
Lyceum Northwestern University  
University of Northern Philippines  
Metro Dagupan Colleges  
Northern Christian College  
Pangasinan Colleges of Science and Technology  
Virgen Milagrosa University Foundation

### **REGION II**

Aldersgate College  
Cagayan State University – Carig  
Cagayan State University – Aparri  
Cagayan Colleges Tuguegarao  
University of La Salette  
Saint Ferdinand College, Iligan  
University of St. Louis  
St. Mary's University  
St. Paul's University  
Isabela State University  
Nueva Vizcaya State University  
Eastern Luzon College  
Our Lady of the Pillar College of Cayan  
Northeastern College  
Isabella Colleges

### **REGION III**

Angeles University Foundation  
Holy Angel University  
Tarlac State University  
Ramon Magsaysay Technological Univ.  
Guagua National Colleges  
Virgen delos Santos College  
Columban Colleges  
University of Assumption  
Nueva Viscaya State University

Baliuag University  
Bulacan State University  
East Central Colleges  
San Jose Christian Colleges  
Bataan Polytechnic State College

**REGION IV-A**

Batangas State University  
Southern Luzon Polytechnic College  
Lyceum of Batangas  
Tomas Claudio Memorial College  
Union College of Laguna  
Manuel Envarga Univ. Foundation  
Golden Gate Colleges  
Laguna College  
ABE International College of Business and Economics-Cainta  
ABE International College of Business and Economics – Dasmariñas  
ABE International College of Business and Economics-Lucena City  
Cavite West Point College  
Laguna Northwestern College  
University of Batangas  
University of Rizal System-Binangonan  
University of Rizal System-Rodriguez  
University of Rizal System-Antipolo

**REGION IV-B**

Marinduque State College  
Holy Trinity College-Puerto Princesa City  
Divine Word College of Calapan  
Occidental Mindoro National College  
Palawan State University  
Romblon State College  
Western Philippines University

**REGION V**

Ateneo De Naga University  
Bicol University-Main Campus  
Catanduanes State College-Main Campus  
Divine Word College of Legazpi  
University of Northeastern Philippines  
University of Nueva Caceres  
Annunciation College of Bacon Sorsogon Unit,Inc.  
Aquinas University of Legazpi  
Camarines Norte State College-Main Campus  
Naga College Foundation  
Partido College

Republic Colleges  
Tabaco College

**REGION VI**

University of Negros Occidental-Recoletos  
Central Philippine University  
Northwestern Visayan Colleges  
College of Management U.P in the Visayas  
Guimaras State College  
University of Ilo-Ilo  
University of San Agustin  
West Visayas State University  
Aklan Catholic College  
Aklan State University  
Capiz State University  
Capiz State University-Pontevedra  
Carlos C. Hilado Memorial State College-Main  
Colegio De La Purisima Concepcion  
Guimaras State College  
Iloilo State College of Fisheries  
John B. Lacson Colleges Foundation-Arevalo  
La Carlota City College  
Northern Negros State College of Science and Technology  
West Negros College

**REGION VII**

Cebu Normal University  
Cebu State College of Science and Technology  
Silliman University  
UP College Cebu  
Balite Institute of Technology  
Bohol Institute of Technology - Tagbilaran  
Bohol Institute of Technology – Talibon  
Cebu State College of Science and Technology-Carmen

**REGION VIII**

Southern Leyte State University-Tomas Oppus  
University of Eastern Philippines  
University of The Philippines In The Visayas, Tacloban College  
Christ The King College of Calbayog  
Eastern Visayas State University  
Southern Leyte State University  
The College of Maasin  
Western Leyte College of Ormoc City

**REGION IX**

Andres Bonifacio College  
Basilan State College  
Dipolog Medical Center College Foundation  
Saint Vincent College  
Southern Mindanao College  
Ateneo de Zamboanga  
Western Mindanao State University  
Zamboanga A.E. Colleges

**REGION X**

Bukidnon State University  
Camiguin Polytechnic State College  
Immaculate Conception College La Salle  
Medina College Ozamis City  
Mindanao Polytechnic State College  
Misamis University  
Xavier University  
Valencia Colleges

**REGION XI**

Ateneo de Davao University  
Cor Jesu College  
Davao Oriental State College  
University of Mindanao Davao  
University of Southeastern Philippines

**REGION XII**

Mindanao State University – General Santos  
Holy Trinity of General Santos City  
Notre Dame of Dadiangas College  
Notre Dame of Marbel University  
St. Benedict College

**CARAGA REGION**

Northern Mindanao State Institute of Science and Technology  
St. Paul University - Surigao  
Surigao del Sur Polytechnic College  
Agusan Institute of technology  
Urios College

**ARMM**

Notre Dame of Jolo College  
Southwestern Mindanao Islamic Institute  
Sulu State College  
Jamiatul Philippine Al-Islamia  
Mindanao State University – Maguindanao

Mindanao State University – Marawi  
Mindanao State University – Tawi-Tawi School of Technology

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#### **Persons Interviewed**

**Undersecretary Austere A. Panadero,**  
Department of Interior and Local Government  
7 May 2008

**Governor Emilio C. Macias II**  
Provincial Government of Negros Oriental  
15 May 2008

**Mrs. Marilou V. Kho**  
Provincial Administrator  
Provincial Government of Negros Oriental  
14 May 2008

**Ms. Jocelyn P. Gongob**  
Director, Provincial Planning Development Office  
Provincial Government of Negros Oriental  
15 May 2008

**Mayor Antonio D. Renacia**  
Municipality of Sibulan, Negros Oriental  
16 May 2008

**Mrs. Valeria Garcia**  
Supervisor, Local Poverty Reduction Program

**Ms. Editha de Leona**  
Asst. Budget Officer, Municipal Budget Office  
Municipality of Sibulan, Negros Oriental  
16 May 2008

**Eng. Dominador Dumalag, Jr.**  
City Administrator  
Dumaguete City, Negros Oriental  
16 May and 31 May 2008

**Mr. Patrick John D. Megia**  
O/C Asst. Division Chief  
Research, Information and Training Technology Division

**Mr. Alfonso A. Maralli, Jr.**  
O/C Division Chief  
Education and Training Division  
Local Government Academy  
19 May 2008

**Mrs. Ma. Gladys Cruz-Sta. Rita**  
Former Provincial Administrator

**Ms. Perlita Mendoza**  
Provincial Administrator

**Ms. Nerissa Bautista**  
Planning Officer, Provincial Planning and Development Office  
Provincial Government of Bulacan  
5 June 2008

## **BULACAN: Committed to Investing in People**

### **In a Nutshell**

The case of Bulacan demonstrates the positive impact of capacity development efforts on the province's progress in achieving the Millennium Development Goals (MDGs). The Provincial Government has taken steps towards improving its organization and management through a series of reorganization phases and financial investments developing the quality of its personnel. Over the years, it has invested heavily in CD activities. By strengthening and professionalizing the provincial bureaucracy, it has been able to extend CD efforts to local officials in barangays, municipalities and cities as well as to its constituents and organized groups. Other provinces are also learning from the Bulacan experience and are seeking to emulate its best practices.

Four factors played a critical role in the progress of Bulacan – committed leadership, high investments in capacity development, high level of income and quality personnel.

### **The Story**

The Province of Bulacan is a first class province located in Central Luzon or Region III. It has a population of 2,826,926 (2007 Census) and an area of 262,500 hectares. Its population growth rate is relatively high at 3.30%. Despite its large population, the province has been able to maximize its local revenues and provide its people with basic social services. It ranks among the top provinces in various MDG indicators. Bulacan is a leading province in the Philippines and a recipient of several awards on local governance from Gawad Galing Pook, Philippine Chamber of Commerce and Industry and Konrad Adenauer Stiftung among many others. It is a model province, consistently cited for its best practices.

In the planning stage, the Provincial Government ensures that plans and projects are geared towards the MDGs and supports these with a corresponding budget. The Provincial Government utilizes the Community-based Monitoring System (CBMS) as their monitoring system and basis for government interventions. It is also in the planning process that needs and demand for training or CD interventions are identified.

The reorganization efforts of the Provincial Government, which started in the late 1980's, streamlined the local government bureaucracy by reducing redundancy, upgrading positions and providing new one for missing functions. The reorganization included the transformation of the Provincial Health Office from a purely service hospital facility to a teaching and training hospital offering residency training programs in Obstetrics and Gynecology, Pediatrics, Internal Medicine and Surgery. Department heads and employees and the Civil Security and Jail personnel of the capitol underwent intensive training.

The Human Resource Office is the primary office that identifies the training needs of provincial officers and packaging CD programs. For general skills such as values, supervisory and information technology skills, the in-house training is conducted. For more technical requirements, training is done with experts outside. The Performance Management System (PMS) under the Office of the Provincial Administrator monitors and evaluates the performance of personnel through performance indicators and service standards. This was fully operationalized by 2003 with the help of a management consultant from the Asian Institute of Management (AIM). Provincial officers also extend their knowledge and skills to their counterparts in municipalities and cities by providing hand-on training experiences.

Bulacan has developed partnerships with foreign local governments and organizations. It partnered with Botkyrka, Sweden focusing on Guiguinto River Rehabilitation and environment education among school children. The province also had several partnerships for the CD of cooperatives in the form of study visits for technical staff and cooperative leaders through its partnership with MASHAB (Center for International Cooperation Ministry of Foreign Affairs) in Israel, Hanns Seidel Foundation in Germany and Japan International Cooperating Agency in Tokyo. The Asian Confederation of Credit Union in Thailand provided scholarship grants to technical staff and cooperative leaders. Bulacan also invested on its own local CD for cooperatives through the *Kaunlaran sa Pagkakaisa* (Progress in Unity) Program (KPP). KPP placed a premium on pre-membership seminars and continuing education conducted by 43 volunteer trainers from both the provincial government and successful cooperatives trained by the Bureau of Agricultural Cooperative Development. The training of the volunteers were facilitated and financed by the Provincial Government.

In terms of foreign-assisted projects through multilateral and bilateral aid agencies, Bulacan is a recipient in health-related programs conducted nationwide but has minimal programs in other areas.

An emerging approach in CD is the training of barangay officials through the Barangay Governance Program (BGP) initiated by Governor Jonjon Mendoza, a former barangay captain himself. Under the program, the needs and potentials of the barangay is assessed and interventions are formulated based on efforts that can be undertaken by the barangay itself and those that can be undertaken with the city or province. The BGP groups barangays according to development level. Provincial Government Training Teams have been created and tasked to formulate programs specifically designed to meet the demand, needs and potential of the barangays. The program also provides an inventory of assistance programs available provided by local government units and agencies to make it accessible to barangays that may need such services. The Governor himself schedules regular visits to barangays on a weekly basis.

The Provincial Government attends national CD programs conducted by the National Economic Development Authority (NEDA), Asian Institute of Management (AIM) and the Department of Interior and Local Government (DILG) among others. The province benchmarks itself against Marikina City and conducts its own study tours to the city.

Bulacan has extended its training programs to their counterparts in the barangay, municipality and city as well as to its constituents. Because of its success, Bulacan has also been able to share their best practices and experiences with other provinces. Local officials from Northern Samar visited and were trained in Bulacan under the *Lakbay-Aral* (Study Tour) Program.

In 2006, the Provincial Government's budget on programs, projects and activities under social development in 2006 amounted to Ph21,768,432 while those under economic development totaled Ph34,653,381. Institutional development on the other hand had a budget of Ph10,602,000. CD activities are built in broader programs with a lump sum amount.

**Institutional Development.** The Geographic Information System Enhancement had a budget of Ph4.750 million that includes the conduct of users' trainings programs, and forms of technical assistance. *Gawad Galing Barangay*, a program that recognizes best practices of barangays and conducts trainings on barangay governance, had a budget of Ph2.7 million.

**Social Development.** Project LAPIS (Learn and Achieve with People's Instruction Support) had a Ph150,000 budget while the Early Childhood Care and Development had a total budget Php 2.033 million which includes the provision of instruction materials to day care workers. The Nutrition Program with Ph 2.621 million includes seminars, refresher courses and basic trainings for Municipal Nutrition Action Officers and Mother Leaders. Part of the Ph 650,000 budget for persons with disabilities (PWD) is financial assistance for training in PWD advocacy, scholarships, training assistance, seminars and *lakbay-aral* (study tour).

**Economic Development.** Crops Development had a Ph9 Million budget that included trainings and seminars on various crops. Cooperative Development had a Ph4 Million budget which encompassed training activities and even Tourism Development with Php 3.153 million had a capacity building component.

The increase in investments can also be reflected by the budget trends of its provincial offices. The Provincial Cooperative and Development Office's budget increased from Ph7,995,859 in 2004 to as much as Php 29,202,673 in 2006. The budget of the Social Welfare and Development Office almost doubled from Ph30,927,551 to Ph56,426,300. The Human Resource Development Office's budget also increased gradually. The Public Health Office consistently accounts for the 2<sup>nd</sup> largest percentage share of the total budget that reached Ph140,707,668 in 2006 from Php 97,120,668 in 2004 which does not include provisions for its provincial hospitals. The Provincial Environment and Natural Resources' budget has quadrupled from around Ph8 Million to around Ph34 Million in the same time frame.

## **Results and Critical Factors**

Bulacan has a high probability of achieving the MDGs particularly those that are health-related although poverty has been rising which is primarily attributed to the influx of poor

families from Metro Manila. On child mortality, the proportion of children under 5 years old who died is down from 0.2152 in 1991 to 0.0474 in 2006. On malnutrition, proportion of underweight children declined from 0.0771 in 2003 to 0.0276 in 2006. Maternal mortality follows as well from 0.0018 in 1991 to 0.0006 by 2006. Also, more households now have access to safe water and are equipped with sanitary toilets.

The success story of Bulacan can be attributed to the following factors:

- **Committed political leadership.** Bulacan's political leaders have recognized the positive impact of CD early on and demonstrated this through their willingness to invest financial resources in such. Former provincial administrator Ma. Gladys Cruz-Sta. Rita attests to the pivotal role that leadership in Bulacan has played in initiating and implementing CD activities. Former Governor Josie de la Cruz, a *Lingkod Bayan* (Service to the Country) awardee, believed in the importance of investing in people to improve provincial administration. Current Governor Jonjon Mendoza has also continued such efforts and extended it to investments in CD for barangays.
- **High investments in CD.** The Provincial Government has aligned its programs and budget with the MDGs with built-in training components. Its Nutrition Program for example included seminars and training courses for Municipal Nutrition Action Officers. The Crops Development Program also includes the conduct of trainings and seminars as the need arises.
- **High level of income.** Bulacan is one of the richest provinces in the country. The Commission on Audit report for the year 2006 ranks Bulacan as the province with the highest income. The Provincial Government has also decreased its dependency on the Internal Revenue Allotment from 74% in 1999 to 52% in 2007. Their level of financial resources makes it possible to invest heavily in CD. Three of the provincial government officers were sent abroad for special courses and barangay secretaries were given scholarships to Informatics fully financed by the province.
- **Quality personnel.** Bulacan's Provincial Government is composed of well-educated and highly qualified personnel. It has access to those trained and educated in top institutions in Metro Manila. Through several reforms over the years, Bulacan prioritized professionalizing the bureaucracy. The quality of personnel is a critical factor that enhanced the government's ability to efficiently carry out its functions and responsibilities. Administrative offices themselves have received several awards for their excellent performance.

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## NEGROS ORIENTAL: Innovativeness in Capacity Development

### **In a Nutshell**

In 2006, Negros Oriental was one of the bottom ten provinces with the largest number of poor families. Nevertheless, it has made impressive strides in achieving the MDGs. The province is a multi-awarded province, a recipient of several awards from the Galing Pook Foundation the most recent of which is a Special Citation for Local Capacity Innovations for the Millennium Development Goals. While poverty continues to be a major challenge, health-related indicators have been improving – infant and maternal mortality is going down, malnutrition is also decreasing and more families have access to health services. Innovative programs by the Provincial Government has brought CD activities to frontline service providers such health workers and to constituents such as farmers and laborers.

The case of Negros Oriental shows how a province considered to be poor can make significant progress in achieving the MDGs through a combination of committed political leadership, support from academic institutions, high investments

### **The Story**

Negros Oriental is a first class province in Central Visayas or Region VII. The province has 20 municipalities, 5 cities and 557 barangays covering a total land area of 540,230 hectares and a population of 1,231,904 (2007 Census). In 2006, Negros Oriental ranked as the 9<sup>th</sup> province with the largest magnitude of poor families (110,724 poor families). Poverty incidence among the population is 48.10%. Its 2003 Quality of Life Index (QLI) in 2003 is 0.578, ranking 50<sup>th</sup> among 77 provinces while its HDI is 0.626 ranking 62<sup>nd</sup>.

Despite its high level of poverty, Negros Oriental through its political leadership and investments in CD, has made significant progress in its effort to achieve the MDGs. In recognition of this, Negros Oriental has received multiple awards from Galing Pook for its various programs addressing MDG-related concerns. Its most recent awards were the Award for Continuing Excellence in 2005 and the Special Citation for Local Capacity Innovations for the Millennium Development Goals in 2006 both from the Galing Pook Foundation.

Negros Oriental is primarily an agricultural province with 302,729 hectares of open cultivated lands and agricultural lands that make up 56% of total land area. Government programs on agriculture focused on increasing crop yield and subsequently farmer income without degrading the environment. CD programs were institutionalized to address the training needs of local farmers. The Barangay Agricultural Development Centers (BADCs) and the *Gulayaan at Palaisdaan Alay sa Kabataan* (GPAK) or Vegetable Farming and Fishing for the Youth programs were both awarded by the Galing Pook Foundation for its innovativeness and impact on MDG progress.



BADC, launched in 1998, is primarily concerned with increasing agricultural productivity. It is a convergence zone for the Farmers' Field School and Technology Demonstration for increasing yields, development of upland fishery, promotion of environment-friendly management, livelihood trainings and other projects of both government and non-government organizations. Average farm family income has increased from Ph90,459 in 2000 to Ph94,077 in 2004. Agricultural productivity in BADC areas also improved with rice production increasing by as much as 60% and corn production by 212%. In addition, BADC has facilitated access to credit for farmers, reduced expenses through organic farming, and increased entrepreneurial activity in BADC areas. The 2008 appropriation for the establishment and operation of BADCs in 96 pilot areas is Ph4,473,900.

The GPAK program, initiated in 2002, converted idle school lots into vegetable gardens, which provided additional income to schools and a supply of vegetables and fish for their feeding program. Implementing schools were able to contribute 8.8% to total provincial production of assorted vegetables and 8% to total tilapia production. It has also decreased school expenses by as much as 40% because of the availability of food, decreased malnutrition among school children from 39.21% in SY 2002-2003 down to 22.90% in SY 2004-2005 and generated Ph1.67 million in the program's first 3 years to improve school facilities. Similar to BADC, GPAK uses organic materials and environmentally sustainable methods such as vermi-composting and natural farming technology systems.

Currently, Governor Emilio Macias II is giving health-related programs top priority. This is clearly reflected in the 2008 Provincial Budget. Health, nutrition and population control have an appropriation of Ph362,992,326 or 37.22% of the total budget second only to economic services, which account for 37.77%.

Community Primary Hospitals (CPHs) were established beginning 1988 to provide primary hospital care to underserved areas or far flung mountain barangays and prevent maternal deaths from deliveries done by untrained *hilots* (indigenous health workers). The services provided by the CPHs have widened in scope to include comprehensive maternal and childcare health services, health education, family planning and training of indigenous health workers. The province has six CPHs, eight devolved hospitals and a Provincial Diagnostic Center. The CD expenses for these together with Negros Oriental Provincial Health Office is Ph711,702. The provincial government has a scholarship program for medical and nursing students with a Ph2 million appropriation while its residency training program for ob-gynecologists and surgeons amounts to around Ph3.5 million. Those trained under the residency program were then candidates to become heads of district hospitals.

The Provincial Government has given particular emphasis on training health workers particularly for childcare and maternal health services, disease prevention, environmental sanitation, and nutrition for barangay nutrition scholars whose budget is integrated into the lump sum of specific programs..

The province's focus on health is also supported by foreign-funded programs. Negros Oriental is currently part of the UNICEF's 6<sup>th</sup> Country Program for Children, a five-year program that apart from childcare touches on maternal health, nutrition, education and gender. It is a continuation of the 5<sup>th</sup> Country Program for Children which ended in 2005. The province is also one of the 16 provinces under the Health Formula 1 program funded by the European Commission with the Department of Health (DOH) as the implementing agency. Its CD component involves the training of health workers in Metro Manila by the DOH.

Individual offices under the Provincial Government each have a CD budget under its maintenance and other operating expenses (MOOE) that totals to Ph2.491 million including the CD budget of the Provincial Hospitals and Diagnostic Center.

In terms of livelihood training, the operation and administration of the Technology and Livelihood Center and the Provincial Integrated Skills Center has a Ph943,500 budget. In addition, integrated CD programs have an allocation of Ph300,000 in the local budget.

Dumaguete City, the province's capital, allocated Ph20,000 for basic training courses for barangay health workers and around Ph1.7 million for skills training, entrepreneurship and livelihood programs. The Municipality of Sibulan appropriated Ph320,520 for community training and Ph300,000 for CD. The municipality also fully finances for midwives in each barangay. These two examples demonstrate how cities and municipalities are also including CD-related activities in their local budgets.

## **Results and Critical Factors**

Although poverty is still significantly high in the province, health indicators are improving. Families have access to health facilities is 42.11% of ranking 22 among 77 provinces in 2002. Infant deaths declined from 11.92 per 100 live births in 1995 to 8.36/100 in 2002. Maternal deaths also declined from 83/100,000 in 1995 to 68.28/100,000 in 2002. The malnutrition rate dropped from 28% 2003 to 17.26% in 2004. Current data from the Operation *Timbang* (Weighing) already estimates the malnutrition rate to be as low as 10.6%.

- **Committed Political Leadership.** Both Governor Emilio Macias II and former Governor George Arnaiz focused on MDG-related concerns. Governor Arnaiz, a three-term governor was awarded as the Most Outstanding Governor by the Local Government Leadership Awards in 2006 and it was under his leadership that the Provincial Government bagged the Special Citation on MDGs from Galing Pook for its successful programs. Governor Macias II, a doctor by training, has intensified local health programs particularly by improving the access to quality health services through the Community Primary Hospitals, investing in the CD of health workers and improving health insurance programs for the poor. Leadership in cities and municipalities is equally important. Mayor Perdices of Dumaguete City and Mayor Renacia of Sibulan have strictly aligned their budgets to MDG-related programs.

- **Support of Academic Institutions.** The Provincial Government has worked closely with academic institutions in meeting its CD needs. Silliman University has even opened a School of Medicine in support of the Provincial Government's effort to prevent a shortage of doctors. The local government now provides scholarships for nursing and medicine and graduate studies in public administration in Silliman University. It has also worked with the Negros Oriental State University for the mass propagation of tissue-cultured banana (Laktan variety) and abaca plantlets in the BADCs.
- **High Investments in CD.** The Provincial Budget provides for training expenses for each individual office under the Provincial Government. The Municipality of Sibulan also provides a lump sum allocation for CD. The Provincial Government as well as Dumaguete City and the Municipality of Sibulan have specific appropriations for the training of health workers and the operation of livelihood training centers. It is important to note that the province has been investing in long-term CD through its scholarship and residency-training program. The establishment and operation of CD programs through the BADC and GPAK require high level of investments annually and the Provincial Budget reflects the commitment the local government has made in sustaining these programs.
- **High Quality of Personnel.** The Local Governance Performance Management System (LGPMs) rates overall performance of the Provincial Government with a 4.14 or the equivalent of *good* performance, with 1 being the lowest and 5 the highest. In terms of governance, which covers local legislation, participation and transparency, it received a perfect 5 or *very good*. It also ranked high in administration wherein development planning, resource allocation/utilization, customer service and financial accountability were ranked as *good* while human resource management and development received a perfect score or *very good*. The provincial officials have also extended more government service time from 8 hours to 13 hours a day through shifting schedules and without additional cost.

## Further Information

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