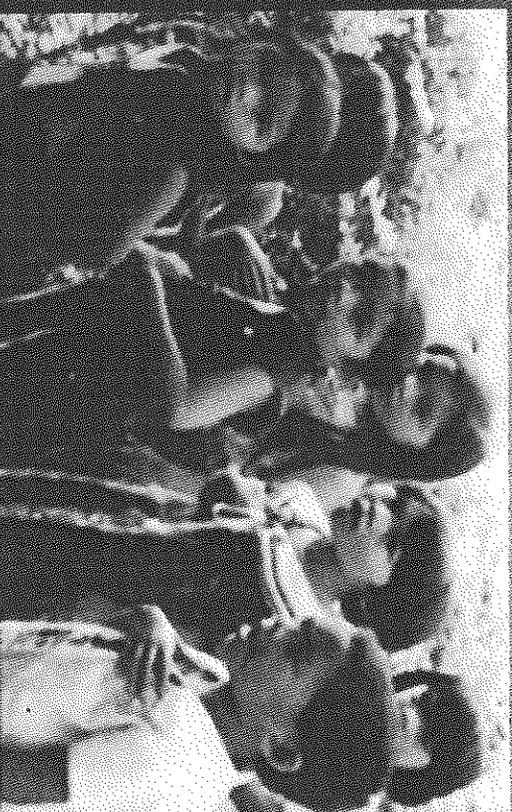




Gawad  
Galing Pook



*Jabon  
Galing*

A CASE BANK  
OF INNOVATIVE  
AND EXEMPLARY  
PRACTICES IN  
LOCAL GOVERNANCE

2006 EDITION



# Kaban Galing

A CASE BANK OF INNOVATIVE  
AND EXEMPLARY PRACTICES  
IN LOCAL GOVERNANCE

2006 EDITION

Supported by the:

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Galing Pook Foundation

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## Foreword

IN THE midst of poverty, political and social unrest, environmental degradation, moral degeneration, unstable economic growth, brain drain, and global insecurity, we still find reasons to celebrate.

The cases showcased in this publication illustrate that there is hope for our country despite the gloomy situation confronting us to this day. In the local governments units—provinces, cities, municipalities, and barangays—citizens and local officials alike show that something can be done. Some of them have approached their multi-faceted problems by focusing on the concerns of children and in the process addressing other concerns as women's rights, health care delivery, and environmental degradation.

Others have successfully reversed the degradation of their marine resources by aggressively pursuing coastal resource management programs with the active participation of empowered communities, and at the same time created alternative livelihood sources for their constituents. Some communities have also successfully implemented solid waste management programs, and even helped increase their income by finding ways to turn garbage to gold. In one barangay, its initiative to provide quality potable water to residents helped generate additional revenue, translating to provision of other basic needs.

Mainstreaming women's rights, addressing violence and discrimination against women, and institutionalization of women's participation in governance, have also been the concern of a number of localities showcased in this compilation. One has even approached poverty alleviation through the empowerment of the women's sector, which proved to be an effective partner.

A number of them confronted the challenges posed by the devolution of health services by forging partnerships with other local governments,

non-government organizations and private businesses, successfully providing for the health care needs of their constituents.

Others have adopted an integrated approach to development, addressing poverty and at the same time increasing agricultural productivity, protecting the environment and improving health. Some pursued eco-cultural tourism, infrastructure development, peace and order, and development of upland areas to deliver their constituents from extreme poverty.

Young citizens are given the prospect of a better future because we have a local government unit that improved English and Mathematics education, and in another locality, because the menace of drug abuse is reduced if not completely eradicated.

In still other localities, there have been changes in people's perspective on life. Self-help approaches to development led people with disabilities to have a positive outlook and to recognize their worth, and helped impoverished communities improve their quality of life through savings-based micro-financing.

These are but a few of the many cases documented in this publication. The efforts of these communities, aside from being worthy of recognition, are also worthy of replication. Galing Pook Foundation, in conferring the Gawad Galing Pook, seeks to encourage local communities to excel and innovate in the pursuit of good local governance. Along with this is Galing Pook's commitment to ensure that the best practices that have been recognized are not only sustained by the respective local government awardees and finalists, but also shared with the other local governments trying to make their way up the development ladder.

Through this publication, consisting of digests of forty best practices, we hope to provide local chief executives, local development workers, and partners in nation-building ample illustrations of what have been done by local governments to face and conquer the problems and issues besetting them. We hope that this will be a useful tool in our replication efforts, and that the cases discussed here would inspire leaders, local and national, as well as our citizens, to work for the common good, and ultimately, to make our nation a more livable place for us and for the generations to come.

Galing Pook Foundation

## Introduction

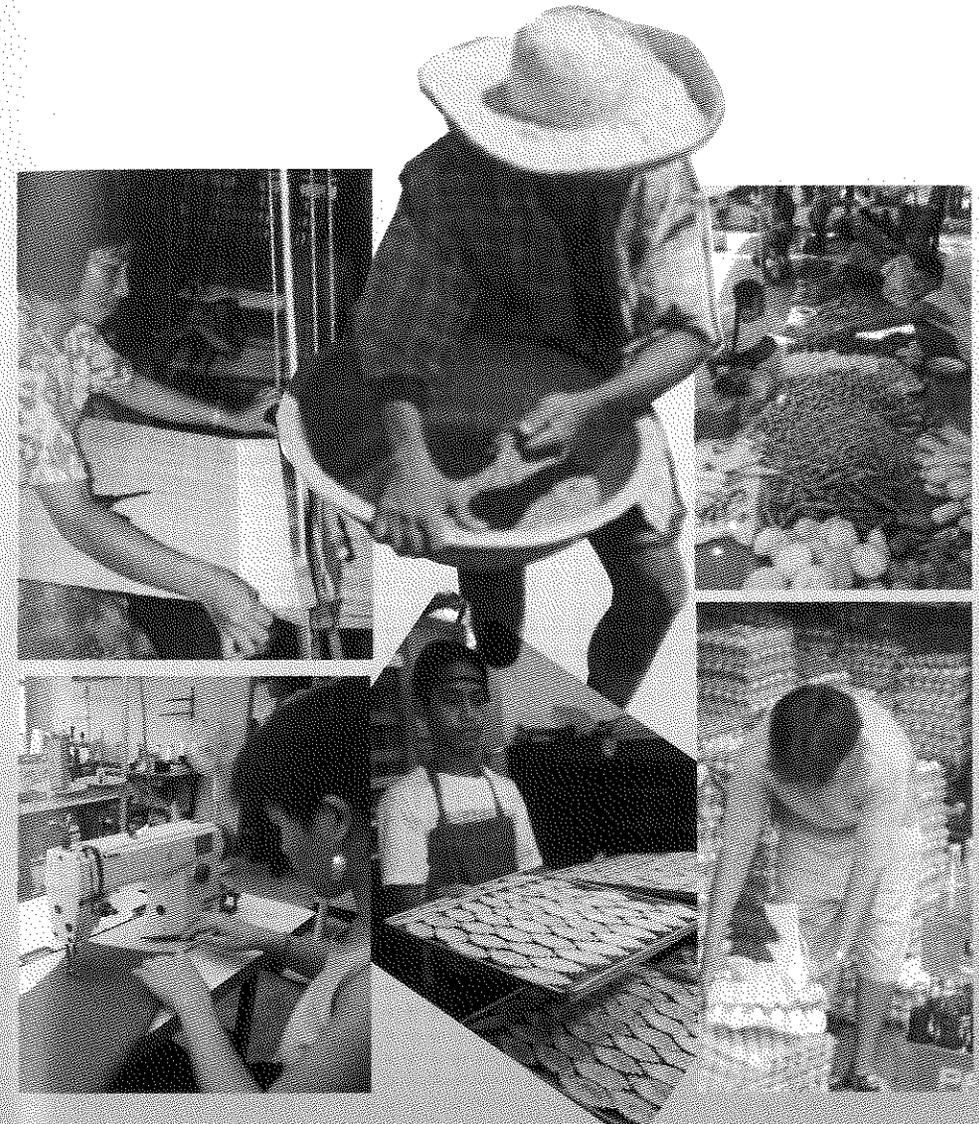
EVER since the enactment of the Local Government Code of 1991, the challenges of decentralization and local autonomy have been myriad and daunting. Hardly unexpected of a national endeavor to reengineer a system of government that for centuries—as a colony, a commonwealth and during its first fifty years as a republic—vested authority and accountability on the national government. There was no road map when we embarked on this journey. There was no magic formula for success.

Yet many local governments keep rising to those challenges and in the process are drawing countless road maps for other local governments who may feel lost.

In 1993, Galing Pook Foundation was established to make those road maps available to all local governments who might find use for them. Also, of course, to recognize and reward those pioneering spirits who keep showing us that no challenge is too formidable to the visionary local executives who can ignite the passion of their constituency.

CHAPTER 1

# Poverty Alleviation through Integrated Development



## Zero Poverty by 2020

### Zero Poverty 2020

IN 2002 a province-wide mapping by the Department of Social Welfare and Development (DSWD) ranked Concepcion as Iloilo's poorest municipality. Of its 5,598 households, 87% were at varying degrees below the poverty threshold.

#### Severe Deprivation

Concepcion is a fourth-class municipality. It comprises 16 islands and 25 barangays. Fishing is naturally the main livelihood. Yet, even the resource had been diminished by overfishing as a result of destructive fishing methods. Average catch had decreased from 10 kg a day in 1995 to as low as 0.2 kg a day in 2002. There were few economic opportunities in the islands.

While the local economy declined consistently, the population continued to rise from 30,111 in 1995 to 34,240 in 2002, an increase of almost 14% or an annual average rate of 2.8%—higher than the national average of 2.3%. Among elementary pupils, the dropout rate over the same period was 5% and only 50% of the rest advanced to secondary education.

Quality of life was characterized by severe deprivation—lack of decent shelter and lack of access to basic services such as potable water. Water-borne diseases alone affected 8.28% of the population in 1996. During outbreaks of illnesses, most households left everything to fate since they could not afford medication.

The municipality's geographic character prevented government programs and services from efficiently reaching the intended beneficiaries.

## Taking Up the Challenge

When Raul Baniyas, a practicing medical doctor, became mayor of Concepcion in 1998, his administration took poverty as its greatest challenge. He embarked on a series of consultations, community discussions, ocular visits and research (including poverty, resource and industry mapping) to identify the factors that breed poverty. Among the factors identified as aggravating poverty were depleted coastal resources, high population growth and poor quality of basic education. From there the mayor formulated the vision of his governance: a highly competent and dynamic local government serving as agent of change in partnership with civil society, targeting zero poverty by 2020.

The vision was translated into a flagship program called Zero Poverty 2020 that would use a convergence strategy to create synergy in addressing poverty. It consisted of the following: (a) re-engineering the bureaucracy; (b) mainstreaming and redirecting programs toward poverty reduction; (c) decentralizing and sharing program management with groups and responsible individuals for focused management and accountability; (d) strategic partnership with institutions and groups; (e) networking and resource mobilization; and (f) community empowerment through co-management and co-financing of projects.

The program used minimum basic needs (MBN) data, community mobilization, people's participation and alliance building as tools to promote its initiatives on (a) human resource development; (b) enterprise development and livelihood enhancement; (c) resource management; (d) health; (e) education; and (f) infrastructure development.

Fisheries and Aquatic Resources Management Councils were established in nine barangays and one at the municipal level. These councils have helped the municipality manage and regulate fishery resources. Fish wardens have been designated and have reinforced the Bantay Dagat to patrol the municipal waters and arrest illegal fishers.

## The Triumph of Vision and Strategy

As a result, poverty incidence dropped by almost 46%—from 87% in 2001 to 47% in 2003.

In socio-economic initiatives, the program provided alternative livelihood to 55% of the 98 households in the poverty-free zone in Barangay Dungon, which is supported by the Department of Labor and Employment and where 89% of the residents lived below the poverty

line. Their income effectively increased by 35%. Municipality-wide, 499 households accessed financing for micro-enterprises, resulting in a 25% increase in income; 59 households accessed micro-financing to improve their shelter; 175 beneficiaries joined savings mobilization and capital build-up; 12 families were provided decent housing in a two-hectare lot donated by the local government; and 100 more houses were built.

In resource management initiatives, seven marine protected areas (MPAs) were established in six barangays in five islands covering 180 hectares. Bantay Dagat operations have been most active. For the past three years there have been at least 1,152 arrests generating P3 million in penalties. This has resulted in an average increase in fish catch by 5 kg a day, which translates to added income of P200. Other barangays have also asked the municipality to establish MPAs in their areas.

In health initiatives, ten new barangay health centers were constructed and 1,333 beneficiaries were provided health services. Morbidity decreased from 14.6% in 2002 to 10.7% in 2003. Maternal mortality was reduced from 240 in 2001 to 128 in 2002 and to zero in 2003. Water-borne diseases decreased from 5.34% in 2002 to 3.92% in 2003.

In education initiatives, twenty day care centers were constructed in six years, benefiting 750 pre-school children; six elementary and primary schools were constructed in three years; 3,111 pupils were provided workbooks and textbooks; 304 under-achieving pupils from Grades 1 to 3 were given remedial classes; and 100 Grade 1-3 teachers were trained in pedagogy for improved teaching. Overall, there was a 15% improvement in reading proficiency among the pupils.

## Recognition and Replication

Concepcion has earned various recognitions, among them as most child-friendly municipality (4<sup>th</sup> to 5<sup>th</sup> class category) in the Western Visayas Region for three years, second most child-friendly municipality in the country (2003), best implementer of anti-poverty programs of the DSWD, most outstanding municipality in nutrition program implementation, and most outstanding Municipal Peace and Order Council (MPOC) in Western Visayas.

Concepcion serves as a learning site for both local and foreign study groups on good governance. Mayor Baniyas and his key staff are often invited to meetings and seminars to speak about their best practices. Many of their programs are replicated in other municipalities.

### Cycles, from Vicious to Virtuous

Antique Integrated Area Development (ANIAD) Program

IN 2000 Antique was still one of the Philippines' twenty poorest provinces. In 2002, it was removed from the list by the National Statistics Coordinating Board. And, in that same year, was upgraded from second class to third class province by the Department of Budget and Management.

#### Cycle of Destruction

A poverty threshold survey in 2000 showed that almost 60% of Antique's 91,150 households were poor. In the uplands, which constitute 82% of the province's total land area, the poor accounted for 33% of the 27,000 households. In the lowlands, agricultural productivity, and consequently the income of farmers, was very low. In the coastal areas, there was an urgent need for coastal resource management.

Past neglect and abuse of upland resources—indiscriminate cutting of trees, slash-and-burn farming and mining—resulted in soil erosion and silting of rivers and seas. Productivity in lowland farms dropped due to decreased supply of water for irrigation. Significant portions of mangrove forests and coral reefs were smothered, inducing fishers to resort to desperate measures—dynamite, electric-rod and fine-mesh fishing.

#### Strategic Intervention

In 1991 the provincial government adopted the Antique Integrated Area Development (ANIAD) Program. ANIAD had three goals: (a) to reduce poverty incidence; (b) to contribute to people empowerment; and (c) to develop the biophysical and human resources of the province.

ANIAD was implemented in three phases:

Phase I (1991-1994) focused on community organizing, lowland agricultural development, upland development and institutional development.

Phase II (1994-1998) added gender sensitive community organizing, access and control of resources, sustainable productive use of resources and stronger institutional development.

Phase III (1998-2003) strengthened sustainable crop and livestock industries, critical area protection and coastal resource management, with institutional development as a continuing component.

#### Redemption

In the uplands, the program developed around 2,000 hectares using sloping agricultural land technology (SALT). In the lowlands, micro-watersheds and deep water impounding reservoirs were developed to provide irrigation to surrounding farms. Farmers are now able to plant twice a year, and in summer they plant vegetables. The reservoirs now also supply drinking water to farm animals grazing around them.

In the coastal areas, marine sanctuaries were established, and fish wardens were deployed to implement fishery laws. Slowly the corals and mangroves grew healthier. Illegal fishing abated. Livelihood activities, such as seaweed culture and fish processing, increased. As a consequence, people's income increased. Average annual income of fisherfolk increased from P11,000 in 1995 to P15,000 in 2000.

For the entire population, average annual income rose from P24,400 in 1990 to P39,600 in 2002. Other improvements recorded were: safe drinking water for almost all households (from only 27% in 1990); electricity (from 39% to 78%); toilets (96%, with 80% water-sealed); access to telephones and cellular phones (from 3% in 1990 to 68% in 2002); and increase in the number of appliances per household.

Livelihood opportunities multiplied and production costs were reduced by 35% to 45%, land tenure of farmers improved, technical knowledge and skills of households were enhanced, along with improved skills, relationships and values of the populace.

#### Sustaining Sustainability

Many things still need to be done in terms of sustaining the programs within the existing designs and priorities. Other things beyond the

parameters of the present program design also need to be addressed. One of these is the slow-moving and inadequate judicial system. Many cases filed in court have not been heard or resolved. Big fishing operators and politicians are adamant and critical.

But the small farmers and fisherfolk are behind the program. And that's what matters.

### 3 BOHOL

## A Roadmap Out of Poverty

Bohol Poverty Reduction, Peace and Development Program

BOHOL'S successful efforts in reducing poverty is due to a deliberate action plan undertaken as the Bohol Poverty Reduction Program by the Bohol Poverty Reduction Management Office.

Bohol's long journey out of poverty is graphically chronicled in the following series of statistics covering a span of seven years, from 1997 to 2005.

### A Tale of Dates and Figures

In 1997 Bohol's poverty rate was recorded at 37.3%. The following year it had risen to 47.3%. In 2001 Bohol was 7<sup>th</sup> among the country's 20 poorest provinces, according to a United Nations Development Programme ranking. The following year, 2002, it was ranked 16<sup>th</sup> in terms of poverty incidence by the National Statistics Coordination Board. Three years later, in 2005, the Philippine Human Development Report ranked Bohol 41<sup>st</sup> among the country's 79 provinces in terms of human development. Bohol had moved out of what was called Club 20.

Groundwork started in 1997 with the holding of the Bohol environmental summit, where participants from local government units, government agencies and civil society formulated plans. The summit advanced a vision of Bohol as "a prime eco-cultural tourist destination and a strong agro-industrial province".

In 1998 the province adopted the Bohol Environmental Code, which provided for the creation of the Bohol Environmental Management Office (BEMO) and the Bohol Tourism Office (BTO).

In 2002 the provincial government prepared the Bohol Program Framework for Poverty Reduction. It aimed to reduce poverty incidence by at least 2% per annum.

In 2003 the province started implementing a three-year Local Poverty Reduction Action Plan based on the program framework. It ranked all the municipalities and barangays according to levels of deprivation and used four indicators to measure progress: (1) percentage of child malnutrition; (2) percentage of population without potable water sources; (3) percentage of households without sanitary toilets; and (4) percentage of school dropouts.

### **The Roadmap**

The poverty reduction program employed a two-pronged strategy: (a) increasing access by the poor to basic services; and (b) stimulating investments in eco-cultural tourism, agricultural productivity, technology and livelihood development. Clearly, one arm of the poverty reduction action plan was the ecotourism program which was growing strong and fast.

Mobilization of entire communities was a crucial element. Tourism-oriented bodies, such as the municipal and barangay councils, helped broaden the opportunity to inculcate ecotourism values among the people. With better and mutually advantageous linkages among non-government organizations, local governments, national government agencies and people's organizations, communities that were once impoverished have become productive and moving toward becoming self-sufficient.

Financial assistance for livelihood was put in place, and trainings and seminars on livestock raising, vegetable production, dressmaking and novelty items making, and cooperatives building were conducted. At the initial stage, the poverty reduction program did not have donor support. It had to rely on local governments and non-government organizations for funding of household surveys and the establishment of a database management unit.

The Bohol Poverty Reduction Management Office devised a convergence strategy that enabled it to mobilize resources from international donors, national government agencies, non-government organizations, and organized communities and beneficiaries. In 2004, it had generated a total assistance of P10.1 million, of which 10%, or more than P1 million, represented the counterpart of organized communities and individuals. The amount helped finance the various poverty reduction projects.

### **Making Development Happen**

Basic social services and other needs were immediately addressed in 41 priority barangays. A total of 868 families from 39 barangays were enrolled in the government's health insurance program. A reservoir for potable water supply was constructed and connected to surrounding barangays using 1,900 meters of polyethylene pipes per barangay. School supplies were distributed to indigent primary school pupils.

Agricultural productivity was encouraged. Vegetable seeds and fruit tree seedlings were distributed to farmers. *Ubi* (purple yam) plantations were developed. New technology in nature farming allowed farmers to reduce expenses on fertilizers and other farm inputs by as much as P2,000 per cropping season. Backyard gardening not only reduced the cost of living but made the residents healthier. In Barangay Villafuerte, Carmen, the farmers' cooperative, which runs a hybrid corn farm, supplied seeds, allowing farmers to substantially reduce their cost of inputs.

Farm-to-market roads were constructed and rice mills were put up. Electrification was installed in several barangays resulting in more economic activities for the households. In the once insurgency-afflicted Barangay Nueva Montana, municipality of Buenavista, for example, the residents were able to engage in handicraft activities even at night. Women who have been trained in dressmaking have received more orders for bed sheets, pillow cases and athletic uniforms from other barangays.

In terms of peace and order, insurgency and armed encounters have been dramatically reduced. In Nueva Montana, movements of communist guerillas who used to roam freely even at day time have been restricted as more able-bodied residents joined the local militia. In addition, no foreign or local tourists have been reported harassed or molested. The improved situation has encouraged the influx into the province of more visitors.

### **Sustainability: The Secret Ingredient**

Governor Erico Aumentado believes that a poverty reduction program should not only exist and be pursued only because there are laws and policies that mandate it. Success and sustainability will need something more. He says: "It is important that governments, organizations and institutions have a heart that can see, feel and suffer the poverty that stares them in the face everyday."

# Modernization by the Book

## Tuguegarao City Agricultural and Fishery Modernization Program

LOW internal agricultural productivity has made Tuguegarao City highly dependent on its neighbors for food supply and inputs to trade and industry. The daily influx of traders aggravates traffic congestion and garbage problems. This young city needed to come up with an integrated development strategy anchored on agriculture.

### Unfulfilled Potential

In spite of fertile alluvium along the city's riverbanks, the availability of technology, credit facilities and commercial services and the presence of two big public markets, Tuguegarao City's agricultural production remained below its potential.

In 1995 Tuguegarao's sufficiency levels for the following commodities were: grains, 63%; fruits and vegetables, 76%; dried beans and nuts, 77%; beef/carabeef, 24%; pork, 50%; poultry meat, 98%; eggs, 34%; and fish, 3%.

Agriculture continued to lose manpower because of marginal agricultural incomes, uneconomic farm sizes, inadequate irrigation facilities, indiscriminate rapid land conversion, farmers' inadequate entrepreneurial skills, and lack of a viable marketing scheme to equitably compensate the farmers for their labors and risks.

Marginal agricultural income is validated in the population's economic profile. Of the 10,998 households of Tuguegarao City, at least 6,132 live below the poverty line. These households earn less than P9,880 a month, which is the poverty threshold for a family of six in Region II in 1997. The poorest earn P500 a month. Most of these households depend on farming and fishing for their livelihood.

Rural farmers remained dependent on traders and landlords for their every need—the purchase of seeds, fertilizers and other farm inputs, the payment of hired labor during harvest, a family member needing hospitalization or burial, a child entering college or getting married, repair of the house or farm implements, and even the celebration of the barangay fiesta. Heavily indebted and having no capital, no technology, no quality inputs and equipment and entrepreneurial skills, the farmer ended up in more debt after each crop year.

For the majority of farmers this vicious cycle of poverty and indebtedness has not been broken.

### The Total Approach

To break these negative conditions affecting the farming population and reverse the worsening condition in agriculture, the city government, in cooperation with the farmers' organizations and civil society organizations, came up in 2002 with the Medium Term Agriculture and Fisheries Modernization Program (MTAFMP). The program is a complete package of technologies extended to all farming and fishing households.

The vision was to achieve an improved living standard for the farming and fishing households, while ensuring optimum, balanced and sustainable development of the city. The goals for the family unit and the city collective had to be integrated. The program specifically aimed to reduce poverty, achieve food security for the city, ensure social equity for farmers and fisherfolk, rationalize the use of the city's scarce resources, and promote people empowerment, sustainable development and global competitiveness.

The program provides and organizes a wide range of interventions and support mechanisms under its various components which cover crop development, livestock development, fishery development, technology and other support services, institutional capability building, and farm and home resources management.

As a result of the program's various interventions, agricultural productivity has greatly improved, the local economy has been revitalized, more resources were mobilized and people participation in good governance was encouraged and nurtured. In response to the government's support and initiative, the farmers, fisherfolk, rural women and youth have become active partners in barangay projects.

The improvements in agricultural productivity led to an increase in farm family income to P7,000 from an average of P1,000 a month. Land preparation cost dropped to P1,000 from P8,000 per hectare. Wastage declined from 8-10% to 5%.

Farmers now have at least two cropping seasons whereas there used to be only one. Some farmers are even able to have five croppings within a two-year span. The province's Lake Dada, from a murky body of water, became a productive fishing area. For the longest time, the lake was a wasted resource often overlooked because of its brown water. Found ideal for fish caging, 25 cages have been set up. This number is closely monitored so fish kill would not occur. The number of cages is limited to the lake's carrying capacity, thus protecting this natural resource.

### **Mobilizing the Stakeholders**

Convinced that the program will effectively reduce poverty, the city government held many meetings and barangay assemblies to create awareness and build consensus around the program.

In response, various stakeholders (from the barangay, schools, business, grains traders, agricultural input providers, big landowners, banks, NGOs, regional line agencies, farmers and fishermen) cooperated with the city government. They all worked together in spite of differences and uncertainties, to formulate a strategic plan to modernize management, financing and infrastructure. This consultative and participatory process generated commitment and support for the program.

Based on the results of various consultations, the MTAFFMP was refined and presented to the Municipal Development Council (MDC) for review, appraisal and endorsement to the Sangguniang Bayan (SB) for final approval. During the approval process, farmer leaders solicited the support of the members of the MDC and SB for favorable action on a plan that would bring about real and dramatic changes in their lives and communities.

The effective partnership between the city government and the farmers served as the driving force to translate the MTAFFMP into reality. The barangays were urged to activate their agriculture and fisheries councils to serve as grassroots conduits for the MTAFFMP resources and activities. A massive information dissemination campaign was

mounted by the local government to obtain the needed mass base support for the modernization program.

Community involvement and stakeholdership intensified as people reaped the gains from the program. The farming and fishing households could only contribute their time and effort when the program began. But after each successful undertaking, as their household income increased, program beneficiaries were able to provide inputs and to contribute materials and meals during field days. Today, they can undertake program replications in their own farms, using their own resources.

### **Ensuring Sustainability**

Given the program accomplishments, the challenge is to ensure that the gains are further expanded and sustained. To accomplish this, the city government, in partnership with the various stakeholders, undertook to institutionalize the following measures:

*Agricultural and Fishery Modernization Strategic Planning.* Strategic planning was undertaken with different stakeholders to validate existing conditions, agree on goals, objectives and priorities, and generate solutions, commitments and support around the program.

*Medium Term Agriculture and Fisheries Modernization Plan (MTAFMP).* The MTAFFMP was approved and adopted by the Municipal Development Council and the Sangguniang Bayan. This ensured that the annual program components would be included in the Annual Development Plan and funded in the annual budget.

*Organization, Federation and Continuous Education of Beneficiaries.* The farmers, fishfolk, farm women, and farm youth were organized, federated, trained and formed into cooperatives. They are now capable of operating the different program components.

*People's Active Involvement in Good Urban Governance.* Promoting the security of the poor and ensuring their participation in community building restored their dignity. Involving them in decision-making, program transparency and efficiency gained the beneficiaries' cooperation, trust and confidence.

### **Sharing Successes**

The program offers valuable lessons for other local governments who may want to replicate it. Attempts to replicate it in other areas should keep in mind three major points of attention:

a. Conduct of strategic planning is vital and must necessarily be done with stakeholders so as to generate support and mobilization of resources;

b. The agriculture and fisheries modernization plan should be integrated into the overall local strategic development plan; and

c. Success at the beneficiary level should be the bottomline. Successful, satisfied beneficiaries immediately translate into greater purchasing power and lesser social burden to government. They sustain the program best.

## 5 NEW CORELLA, DAVAO DEL NORTE

### **Participatory Governance at Work**

Sustainable Integrated Area Development (SIAD):

The New Corella Experience

NEW Corella is a third-class municipality in Davao del Norte. As in any other place in the Philippines, the local government unit and the community were besieged by problems like poverty, environmental degradation, peace and order. But to successfully combat these problems, the local government unit and the people in the community had to get their act together.

#### **Focus on Process**

One could say that in this instance the focus is not on the myriad problems attendant to poverty but on how various players in development will overcome resistance to change, resolve conflicts of interest or differences in opinion, minimize overlapping functions, distribute responsibilities, harmonize different thrusts, and bridge gaps in knowledge or relationships. In short, to agree to a process that would make all concerned more effectively work together.

The Sustainable Integrated Area Development (SIAD) is a framework on the development process that has been used successfully in New Corella by the Institute of Primary Health Care-Davao Medical School Foundation (IPHC-DMSF) in its rural development work from the early 1980s. In 1999 New Corella formally adopted the SIAD process as its primary development framework in drafting a 5-year Memorandum of Agreement that was set to end in 2004. The main signatories to the MOA, or stakeholders of the program, included the municipal government, the twenty barangay governments, and the IPHC-DMSF.

The primary goals of the program are: (a) people's participation and empowerment; (b) transparency and good governance; (c) better quality of life; and (d) sustainable development.

The first two goals pertain to the process, while the last two summarize the expected results of their efforts. Consistent with the emphasis on participation, the strategies employed included the expansion of membership in local development councils (LDCs) and local special bodies (LSBs), creation of barangay monitoring teams (BMTs) in the twenty barangays, deployment of local community organizers (LCOs), bottom-up planning, creation of a multi-sectoral people's congress, and periodic reporting at the barangay level.

To facilitate the process, a Municipal Technical Working Group (MTWG) was created and the support of 31 community based development alumni (CBDA) was sought to help establish baseline data and formulate development indicators that would be used to monitor the progress of the project.

### **Results Assured**

People participation in all aspects of planning, implementation, monitoring and management have been ensured through their membership in the expanded local development councils and local special bodies. Since planning is bottom-up, the planning stage usually starts at the barangay level through organized meetings in the *purok* where participation is at least 70% of the total population.

The BMTs closely monitored all projects being implemented at the barangay level, even if the project was not funded by the barangay itself. The team presented periodic reports and this helped enhance transparency and accountability in the implementation of all projects. This was further enhanced through the regular assemblies where the barangay presents its accomplishment reports to its constituency and an open forum is held to clarify matters further.

The deployment of LCOs, a strategy adopted from NGOs, provided a means whereby common interests between the local governing body and the communities are facilitated, coordinated and realized. The LCOs also link with the concerned government agencies to provide the services needed by the people. The People's Congress of New Corella is now composed of more or less 120 leaders in the communities and serves as a forum to also discuss issues and problems of the community.

As mentioned above, the implementers set a baseline data and development indicators by which project progress and impact are monitored. For example, for its livelihood support, SIAD implementers

sought an increase in the annual family income for not less than 20% of the poor households in the barangay. Since their baseline data indicated a total of 3,907 households, at least 781 households should be recipients of their livelihood support to be able to say that they have achieved their target. In 2004 at least 1,686 households were served through their livelihood projects with a 43% increase in annual income. To the credit of the implementers of the SIAD projects, all the set targets for each and every project have been met and even surpassed.

### **Sharing Success**

The New Corella application of the SIAD process showcases the importance of the participatory process for good governance. The participation of all stakeholders in the planning, implementation, monitoring and evaluation stages of all the programs and projects undertaken have not only assured people's participation but also engendered responsibility and commitment from both the implementers (those responsible) and stakeholders (those who stand to benefit). In fact, the line dividing the two has been blurred because everyone in the community has been involved in all the stages of the programs and projects. All problems that arose have been gradually worked out through constant interaction among the concerned groups.

Since the systems and policies have been institutionalized and properly documented, projects and programs initiated in New Corella can easily be replicated. The people of New Corella, eager to share their success with other local government units, have packaged their innovations and learnings into modules.

New Corella has also been visited by ten municipalities from within Region 11 and ARMM. Some of them have already adopted the same approach.

## Decentralizing Development

### Barangay Agricultural Development Center (BADC)

THE province of Negros Oriental in Central Visayas has a total land area of 5,402.3 square kilometers. The province is composed of 557 barangays, majority of which are situated in the rural areas. The province is endowed with good climate and abundant resources, making conditions for agriculture and fishery development ideal.

#### Reversing Urban Migration

Most of the economic activities are confined to lowland areas. This is unfortunate because a huge chunk of the barangays, 403 out of 577, are in the uplands. Since services from both government and non-government agencies rarely reach the uplands, the huge agricultural and fishery potential of these areas remain untapped.

Moreover, food shortage and unstable supply of fish and other food crops such as rice and vegetables become perennial problems in these areas. Without a stable source of food and livelihood, most of the households wallow in poverty. It is not surprising that these barangays have become hotbeds of insurgency.

It is for this reason that most people from the upland areas seek employment in urban centers as household help, construction workers, or take odd-paying jobs to earn a living. The influx of migrant workers from the rural areas to the urban centers add to the urban social problems.

This was the challenge faced by the provincial government when it embarked on a program called the Barangay Agricultural Development Center (BADC) in 1998.

The BADC set the following objectives: (a) provide agriculture-led government services; (b) address the needs of the people in the hinterlands; and (c) minimize the problem of insurgency.

The program specifically targeted to raise the income of households by 15% within a period of 10 years, or in 2007.

#### Beneficiaries as Key Actors

With people empowerment as the guiding principle, the program ensured the active participation of its constituency in agricultural development towards a self-reliant community. The implementation of the program passed through a number of stages:

1. The process of empowerment first involved the social preparation of beneficiaries. This entailed the identification of formal and informal leaders, institutional diagramming and the immersion of community workers to get a deep feel of community dynamics.

2. Then the barangays underwent participatory rapid appraisal where the communities themselves analyzed their condition. Residents volunteered time and effort to do data gathering, spot mapping and other tasks using indigenous knowledge. Community assemblies were convened to validate demographic, socio-cultural and economic data through a process that is more participatory than extractive. This phase amounted to human resource development, covering values clarification, communication skills, team building and leadership training.

3. The third phase was participatory planning cum training. The stakeholders and implementers did visioning, SWOT analysis and action planning. They identified problems and evolved solutions and courses of action to overcome blocks, barriers and obstacles.

4. The fourth stage got people into participatory implementation where they now apply skills, time and resources to carry out their plans. Trainings in technologies for sustainable agriculture and fisheries were intensified. Construction of facilities and infrastructure involved land donation, voluntary labor, building materials and the utilization of the 20% development fund.

5. The fifth stage was participatory evaluation process. Participants reflected, analyzed and took action on concerns so that responsive and reflective techniques are applied at the grassroots level. Care was taken not to treat people as mere subjects of study and their thoughts and experiences as facts for evaluation, and that people are living actors creating a more caring world.

With the BADC in place and empowered as the conduit of services, the operations can be expected to bring about results in terms of

increased productivity and a change in living standards and lifestyles.

### Spreading Like Mushrooms

The results of the program show great promise. From seven pilot areas in 1998, the program is now in 74 sites with 22 pending requests. There is greater cooperation and active participation among the beneficiaries, indicating a change in values and character. Local chief executives belonging to rival political parties work closely with the provincial government.

Since 2002 some 700 inland fishponds propagating *tilapia* have been established in upland BADC sites, producing an average of 93.4 tons in 2003. Before 2001 fish production was zero. Increased fish consumption by the residents has made a marked improvement in reducing malnutrition. According to the Integrated Provincial Health Office, malnutrition in Tayawa, Bayawan was down from 20% to 10.4%; in Calicanan, Pamplona, from 19% to 13.3%; in Fatima, Pamplona, from 25.2% to 14.1%; in Pal-ew, Yanjay, from 7.7% to 7.3%; in Nalundan, Bindoy, from 13.3% to 8.1%; and in E. Villanueva, Sibulan, from 4.9% to 3.4%.

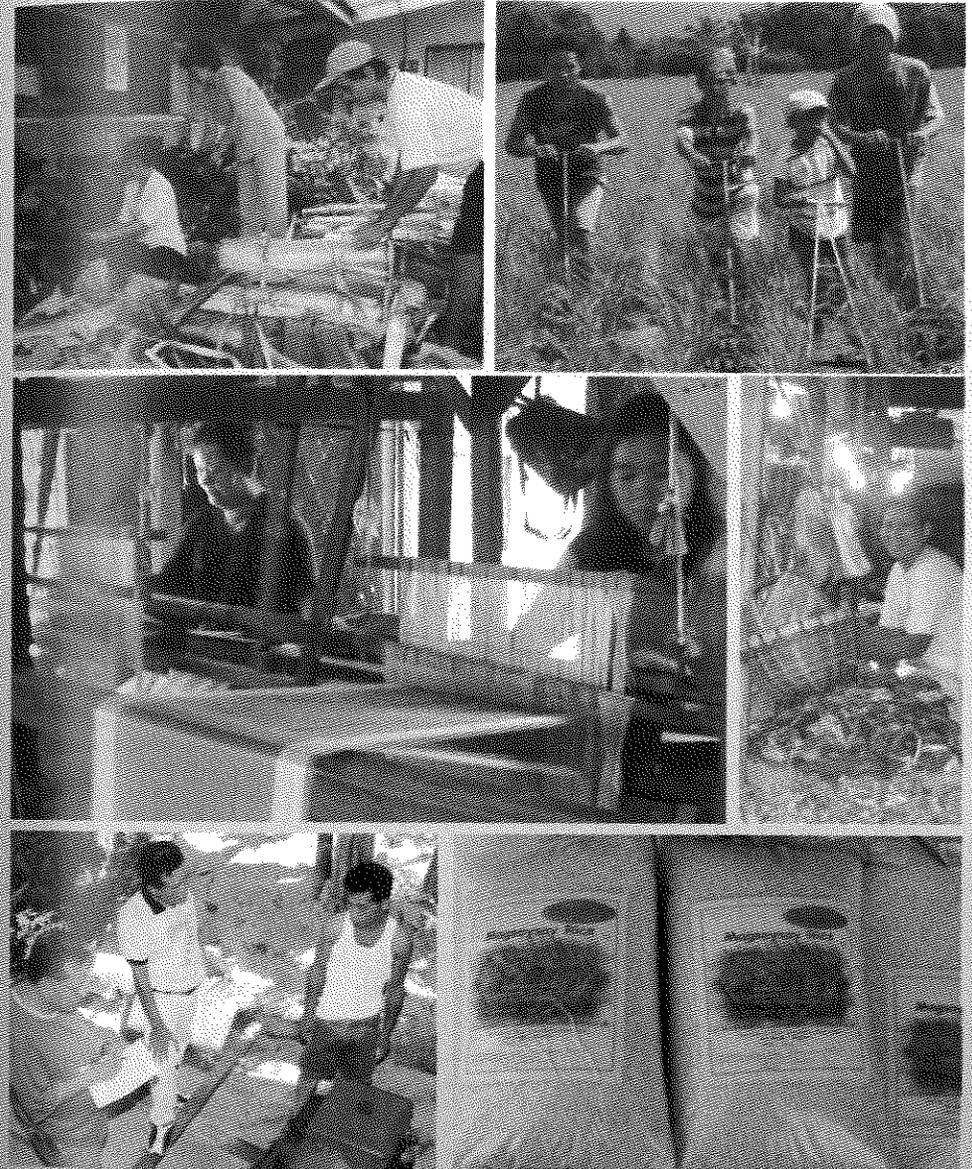
The average annual income of households increased to P90,459 in 2002 compared to P71,624 in 1977, according to the National Statistics Office.

For sustainability, the Sangguniang Panlalawigan passed ordinances and resolutions in support of the BADC. A community based monitoring system has been adopted involving monthly and quarterly conferences and bi-annual reviews and assessments.

Rural based organizations and other groups have been strengthened. The community and various stakeholders, the academe, private business and government agencies have been mobilized to support the program. Synergy is created by the healthy interaction among all the participants and fueled by local government initiative and innovative approaches.

## CHAPTER 2

# Promoting Economic Development



## Banking On Themselves

### Bayanihan Banking Program

THE *bayanihan* tradition—self-help, cooperation, sharing—that today still characterizes many small Filipino communities has always proven to foster self-reliance. Even in the case of banking. Funds could come from small savings and then mobilized and loaned out to the savers themselves to finance small enterprises. For this reason, repayment rate can be expected to be high.

The beauty of any *bayanihan*-inspired undertaking is its simplicity.

#### A Perennial Problem

Lack of working capital is the leading problem of those who wish to put up their own business. The problem is compounded when the budding entrepreneurs are impoverished and cannot offer viable collateral. The poor have had no recourse but to go to the local loan shark for their financial needs. Local financial resources are inaccessible to the poor and they have very little participation in local government.

In 2001 Pasay City sought to address that problem. Together with VEDCOR, a non-government organization, the city government came up with the Bayanihan Banking Program (BBP).

The BBP intended to:

- (a) establish a uniform and compatible savings-based financial intermediation system among 10 cooperatives, 10 people's organizations and 35 barangays in Pasay City;
- (b) provide 1,800 poor borrowers access to financial services in a financially viable and sustainable way; and
- (c) establish a network of BBP replicators in cooperation with VEDCOR to facilitate information exchange, experience sharing and financial cooperation.

## **Savings is the Savior**

The BBP, as designed, is a micro-finance program aimed at transforming community organizations into learning and mobilization centers for entrepreneurship and skills development. Unlike other mass-oriented credit systems that are often run by organizations or local governments, the BBP is operated by the community of savers themselves, which are largely composed of poor households.

Based on the concept of self-help, the program requires a group of 20 to 30 individuals to organize into a Bayanihan Financial Center (BFC). All the members commit to make a uniform, fixed deposit of P20 each week for a period of six months, after which they would continue making deposits at a higher amount based on one's capacity to pay. The BFC members also attend hour-long weekly meetings to keep them informed of their savings and about possible business ventures which they can invest in with their savings.

As a result, there was a noticeable increase in income among the BFC members. More than 50% of the members can now access loans for their small businesses at 2% interest per month, which is way more affordable when contrasted to the 20% monthly interest rate imposed by money lenders. The fund generated by the collective savings are ready and available for economic activities and group livelihood projects.

Also, as a result of their participation in BBP, members have changed their expenditure patterns. Before the program, money was being wasted in games, gambling, vices and similar unproductive activities. Today the BFC members invest their earnings. Through the program, some members now have their own pedicabs, tricycles, improved stalls, livelihood equipment and materials.

Harmony and unity in the community have also been promoted by the BBP. The success of the BFCs in many barangays has encouraged more people to participate in and organize productive activities and collective action on barangay issues and concerns. An example is a proposal to put up 10 water refilling stations in selected barangays that would provide safe, clean and affordable purified water to the urban poor in depressed communities.

## **Ensuring Viability . . .**

BFC members formulate policies and guidelines through participatory decision-making. Major decisions are resolved by the group.

The BFC also employs a monitoring tool to measure and evaluate the growth and performance of the center and its members. These indicators monitor eight key results areas—empowerment, opportunities and options, wealth creation, well-being, skills and competencies, affection, respect, and moral rectitude.

Each BFC is owned by the members. It operates autonomously. It has its own officers. And the members voluntarily meet on a weekly basis.

Noticeably, most (up to 80%) of the members are women. And most officers are women. The women also resolve conflicts that arise. They are now decision-makers. Before the BBP these women were plain housewives, vendors or laundry women. Now, they also function as community organizers and BBP promoters.

## **. . . and Sustainability**

In the BBP, tedious training is not required in organizing the BFC; only commitment generation. It entails no more than mere savings and credit products. It practices quick and close-to-field problem solving. And it only involves simple but efficient administrative and accounting procedures. This simplicity is the secret of its sustainability.

More importantly, BBP fosters self-reliance. The fund for income generating projects, micro-enterprise development and working capital are sourced from the people themselves through savings mobilization. Repayment rate is high because the funds come from the members.

Support to the program is provided by the city government. The capability building fund is sourced from the city budget and contributions from private individuals, while staffing is provided by volunteers.

To ensure sustainability, local ordinances, such as those that created the Cooperatives Development Office and the Cooperatives Development Council, were passed.

## **Spreading the Word, and the Method**

The city mayor has encouraged all the 201 barangay captains and officials to implement BBP in their respective areas of responsibility. Meanwhile, the newly formed Pasay City Union of Cooperatives (PCUC), composed of 20 primary cooperatives, has pledged to support and replicate the BBP in their localities. In addition, the Brotherhood of Christian Ministers (BCM), composed of 40 church-based organizations, has partnered with Pasay City to implement the program.

The BBP and the formation of BFCs are now being replicated by 10 cooperatives, 2 non-government organizations, and 11 church-based associations not only in the barangays of Pasay City but also in other areas, such as Pasig City, Mandaluyong, Paranaque, Manila, Quezon City, Antipolo, Cavite, Tarlac, Pangasinan, Rizal, Sorsogon and Legaspi City.

## 8 LIGAO CITY

### The Road to Peace is Prosperity

Upland Central Economic Zone

AS a city whose economy depends on agriculture, Ligao City in the province of Albay has a long standing problem of low productivity and low income of farmers. Poverty has spawned insurgency that continues to grow, especially in the upland barangays.

#### Roots of the Insurgency

In 2000 then City Mayor Fernando Gonzales, now Albay governor, conceived of a program that would promote development in the upland agricultural barangays. Five contiguous and strategically located barangays—Tandanura, Oma-oma, Busac, Tiongson and Tupaz—were clustered into what is now called the Upland Central Economic Zone.

Three goals were set for the economic zone: (a) alleviate poverty; (b) provide livelihood opportunities; and (c) address the roots of the insurgency.

#### Strategic Interventions

The immediate programs were directed at providing (a) farm-to-market roads; (b) social facilities and services (water, electricity and health care); (c) school buildings and educational facilities; and (d) peace and order.

The main strategy was to make Oma-Oma, largest among the five barangays, accessible. An 8-kilometer road was reopened and concreted to connect Oma-Oma to barangay Paulba, a trading center and transit point. Together with the road project was constructed a Bagsakan Center and a multi-purpose dryer in sitio Managanaga, where people from the five clustered barangays converged on their way to Paulba. Other roads linking other barangays to the economic zone were also constructed.

Soon farmers started bringing their produce to the zone. Traders also came and transacted business directly with the farmers. With trade and commerce becoming vigorous, the farmers were encouraged to produce more. Some residents, seeing the economic potential of the area, put up stores and shops. Unemployed and out-of-school youth bought motorcycles and engaged in transport operation. Sunday became special market day for the zone.

At present there are 17 business establishments engaged in trading and commerce, including two bakeries and a number of variety stores. There are 88 motorcycles conveying passengers, and two passenger jeepneys plying the Paulba-Oma-Oma route. As more people came to the zone, either to do business or to settle down, the city government put up more basic facilities—piped water, electricity, a day care center and basketball court. People planned the use of the facilities according to how well they could benefit from it. The zone's facilities and other services have expanded to three barangays of Guinobatan, a neighboring town.

### **Impact!**

Farmers' income from agriculture has increased from P3,500 to P4,500 a month. Many farmers have diversified into other small economic activities, such as transport and trading. For some, the combined income from agriculture and business goes as high as P25,000 a month.

As transport improved due to the construction of roads, travel time to Paulba was reduced from two hours to just 20 minutes. The time saved is translated into more profitable endeavors. With cargo and delivery trucks now entering the zone, transport cost of copra was reduced from P50 to P15 per sack.

Land is now more productively used as more traders come to buy produce. Their indigenous products, which used to be left to rot in the fields, have reached the outside market through the traders. Houses which used to be made of *nipa* are now made of stronger materials such as concrete and galvanized iron sheets. More families can now afford to send their children to schools of higher learning.

People have acquired acumen for business as many of them became small entrepreneurs. The women have availed themselves of training in livelihood projects such as dressmaking and weaving. Now that they have become more productive they have also become the partners of government in developing the upland areas.

Noteworthy about the evolution of the economic zone was the people's positive response. Now they have also become more outgoing. They can now mingle with city folk without feeling inferior. People have grown more mature and more aware of what is happening around them. They watch news on television and listen to radio. With more public services and facilities they now enjoy, they have learned to appreciate the value of government efforts.

With availability of cash for investment, people now have the opportunity to work or earn a living by investing in some business. People took the initiative to diversify without prodding from government. For government officials this was an eye-opener. All along, the entrepreneurial spirit was present among the people.

### **The Peace Dividend**

The economic zone has released the full potential of the people. It molded the character of the people. It has also changed the political climate. Political leaders now frequent the place without fear or risk, for the place is now free of armed conflict as the opposing parties have declared a cessation of hostilities. The city government can now say with confidence that alleviation of poverty in the economic zone is already ensured. People have moved to self-sufficiency, and some may even already be enjoying some surplus.

A city government report says: "We can safely say that everybody in the locality is busy earning a living. But the best effect of the economic zone is that the problem of insurgency is on the decline, and the process of attaining peace is already at hand." The economic zone is now also a "zone of peace and prosperity".

## Profit Motive Saves Marine Sanctuary

Calag-itan Marine Sanctuary and  
Seaweeds Production Livelihood Project

IN Calag-itan the spirit of environmentalism, grassroots empowerment and *bayanihan* (cooperation) are thriving, and are undoubtedly the force behind the success of the Calag-itan Marine Sanctuary.

### A Community Takes Action

Like many coastal barangays in the country, the residents of Calag-itan rely heavily on the bounty of the sea for food and income. The fish catch, however, was steadily declining and fishing was becoming more and more difficult. In time the people realized that their fishing grounds were in danger of being lost due to overfishing, and destructive and illegal fishing practices. These became a major cause for concern among the barangay folk.

Recognizing the importance of fishing as the primary source of livelihood for their locality, the barangay officials moved to prevent the further deterioration of the marine environment. This reflected the common aspiration of the local residents to preserve their remaining marine resources, rehabilitate their fishing grounds and ensure sustainability for the sake of future generations. From this common realization followed the establishment of the Calag-itan Marine Sanctuary, with a core area of 15.5 hectares.

The establishment of the sanctuary was made possible through the passage of Barangay Resolution No. 8, series of 1999, which created the Calag-itan Fish Sanctuary and Fishery Reserve Area. This was followed by a corresponding municipal measure (Resolution No. 289, series of 2000). Together the two local legislative measures provided the legal bases for the existence of the project and ensured its continuity.

### The Creative Solution

Knowing the importance of mangroves in fish breeding grounds, the people of Calag-itan began with the earnest rehabilitation of an initial half hectare. The site, which used to be a mangrove area had become barren over the years—evidence of the continuing deterioration of the marine ecosystem.

After the establishment of the sanctuary, and despite massive education effort, poaching continued. This led the project managers to introduce seaweed production as a parallel support project to provide an alternative source of income for the fishing community while at the same time discouraging would-be poachers because of the enhanced visibility of the stakeholders in the sanctuary area. The local stakeholders organized themselves into the Calag-itan *Guso* Producers Association (CAGUPA). A Tacloban-based trader is now buying the seaweeds in bulk. They have also ventured into value-added seaweed products like pickles and seaweed-based *maja*.

Assessment of the area was done in coordination with the Provincial Coastal Resource Management Office (PCRMO), gtz/Leyte Island Program and the Leyte State University. This was followed by a public presentation and forum to generate public awareness and understanding of the need for the project. Community education on the mutual dependence of flora and fauna and the value of environmental preservation gave the residents a better appreciation of the need to protect the environment.

The multi-sectoral partnership mustered behind the project included the provincial government through the PCRMO, the gtz/Leyte Island Program, the regional office of the Bureau of Fisheries and Aquatic Resources, and the municipal government through the Municipal Agriculture Office. The project also established a partnership with the local academe through the Leyte State University Hinunangan Campus for technical assistance.

### The Alternative Becomes Mainstream

Within a few years, the turn-around was well underway. This was confirmed by an underwater assessment of the project by the Resource Ecological Assessment Team of the Leyte State University in cooperation with gtz/Leyte Island Program of Southern Leyte in 2004. The team found very encouraging results.

A full 52% of the designated sanctuary area was covered with hard corals, representing a 21% increase from only the previous year. A decrease in the percentage of dead corals from 5% to 3.5% was also noted. There was also a noticeable increase in the number of fish species as well as the presence of commercially important reef species, such as sea cucumber, lobster and *taklobo* clams. Fish catch has considerably increased. In fact, the barangay has become one of the major sources of fish for the neighboring areas.

Equally important for the people of Calag-itan is the fact that what was originally conceived as an alternative livelihood for the local population has proven to be a commercially viable and profitable enterprise. For a period of 10 months, the project earned an average of P13,893 for each of the participating families, representing an added family income of 46%. This for only 3 to 5 working hours per day.

Aside from undertaking the expansion of the rehabilitated area, the project participants have also become the suppliers of planting materials for the neighboring barangays.

### **The Triumph of Perseverance**

The twin projects experienced difficulties at the outset. There was the usual rejection of many in the local community especially because of the wrong perception that the establishment of the sanctuary constituted a curtailment of their right to the fishing grounds. Others found it hard to grasp the concept of "farming at sea", making the main proponents of the *guso* or seaweed production the object of ridicule.

But the persistence, diligence, and conviction of the barangay officials, coupled with an intensive education campaign through barangay assemblies and consultations, eventually bore fruit and ultimately convinced the local stakeholders to take part in the endeavor.

The enthusiasm of the local residents and the active support and participation of the municipal and provincial governments, as well as the academe, has made the Calag-itan Marine Sanctuary the success that it is today.

## **Bridges for Peace and Development**

Tungo sa Ugnayang LAYon ay Kapayapaan at Kaunlaran:  
Ang Karanasan ng Kabacan

KABACAN in North Cotabato used to be a war zone. Local and foreign media correspondents frequently visited to cover bombings and many other acts of terrorism. The situation was not helped any by an unresolved election dispute that prevented the proclaimed winner for mayor from assuming office. When the Supreme Court ruled in her favor in January 2002, she came home to build bridges.

### **Physical and Moral Bridges**

Kabacan was beset with so many problems: very poor peace and order situation; access roads, bridges, farm-to-market roads and other infrastructure were either badly deteriorated or non-existent; few businesses were operating in the municipality; local revenue was very low; the local government personnel were badly demoralized, inefficient, and divided; delivery of basic services was hampered by the complacent bureaucracy resulting in other problems, such as failure to provide health services in remote areas; and informal settlers abounded along the highway.

How was the local executive to turn things around?

The challenge loomed large. The problems had to be tackled on two planes all at once: the physical and the moral. There was need for the physical bridges, as well and as much as the moral bridges, to close gaps and hostilities.

On the moral front, the goals included restoring peace and order through (a) bridging the cultural and religious divide in the community; (b) restoring the people's trust and confidence in the local and national government; (c) providing a healthy business climate for local and non-local investors; (d) addressing the special concerns of women, minorities

and informal settlers; (e) fighting illegal drugs, crime and terrorism; (f) improving the delivery of basic services; (g) improving local revenue collection and tapping other sources of funds; (h) improving the productivity of farmers; and (i) building infrastructure to enhance the development efforts.

### **The Catalyst**

Solutions started to materialize with the construction of nine bridges to connect Kabacan to other towns. The municipality pursued this by tapping into the President's Bridge Program.

The immediate result was the opening of 6,570.24 hectares of agricultural lands for development. The bridges also reduced hauling and labor costs and facilitated the delivery of farm produce to the local market. Middlemen were eliminated since traders could now purchase directly from the farms which meant extra income for both the farmers and traders. The synchronous farming adopted increased production to as much as 7 tons per hectare. The number of business establishments increased by as much as 73% as of July 2005. Aggressive revenue collection brought the income of the municipality in June 2005 to almost double what it collected in 2002.

The mayor, herself a Muslim, was able to unite Muslims and Christians in the community by not playing favorites with anyone. Livelihood opportunities for women were made available. Community services, such as mobile civil registration for the convenience of all, were delivered. The program pursued for the Muslim informal settlers has raised their dignity and provided them with opportunities to help the community. Progress has also been attained in the fight against illegal drugs and crime. Crime incidence has decreased and crime solution rate has been recorded at 96%.

Because of the many gaps to be bridged and so many tasks performed, there was need to have an overall framework that would be kept open; and as needs and opportunities came up, groups would work on developing a program and hook on to the macro scheme. The framework is captured in the theme, *Tungo sa Ugnayang Layon ay Kapayapaan at Kaunlaran: Ang Karanasan ng Kabacan (TULAY)*.

But first the mayor needed to have a hard-working, efficient and accountable local bureaucracy. By uniting and empowering the local employees, she was able to turn the bureaucracy around.

The next strategy was direct contact with the people through dialogue and involving them in the planning of projects. Initiating consultations with stakeholders, a set of programs was finalized and pursued under the TULAY, establishing links with institutions as partners in development, such as the University of Southern Mindanao.

### **Management by Example**

The management process that the experience of Kabacan shows is that a very strong proactive role was played by the Mayor at the center of things; at the front when moving forward in a particular direction; pushing from behind or supporting from the side. Always leading by example. Central to her management style was demonstrating that she demanded much from herself, and put all her strength and time to the task at hand. Then she demanded the same dedication from the personnel around her. All were given personality and capacity development, taught procedures for monitoring and evaluating work of different sections. Then came the clusters of stakeholders forming working groups around a concern they would turn into a program. Everyone in the community was made to feel part of the whole endeavor of TULAY. The mayor showed that her government is for everyone and will not favor anyone over others or at the expense of others.

Transparency and accountability was encouraged through the publication of the *Kagapayan* magazine, which provides an update on the activities in the community and contains the municipal treasurer's report for all residents to inspect. Increased awareness of the people about the projects has encouraged not only transparency and accountability, but also participation and pride of the residents in their community.

The accomplishments of Kabacan resulted from a clear understanding of the problems being faced by the community and careful planning of activities to ensure benefit for all residents of the municipality. It also hinged on the determination and strong political will on the part of the local chief executive, as well as the turnaround of the previously complacent bureaucracy.

## Dynamics of Biodynamic Farming

### Diversified Organic Farming System (DOFS)

THE municipality of Magsaysay is known as the "rice granary" of the province of Davao del Sur. It has a total of 3,358 hectares of irrigated rice fields tilled by farmers who constitute 70% of the municipality's workforce. However, net income from rice farming has been low. And the farmers' plight is aggravated by diminishing productivity.

#### Diminishing Returns

The rice farmers have identified several factors that have caused this diminished productivity that results in low farm household income. These are (a) high production cost (inputs, seeds and fuel); (b) poor soil fertility (high acidity due to chemical fertilizers); (c) prevalence of pests and plant diseases; (d) inadequate post harvest facilities; (e) unstable market prices of farm products; and (f) absence or lack of alternative sources of income.

In 2002 the municipality embarked on a systematic campaign to improve the economic condition and the quality of life of marginalized farmers. It set its energies on three goals:

1. To increase the household net income of farmers.
2. To establish a sustainable agricultural approach in rice production.
3. To establish a healthy farm environment.

The principal strategy for achieving this is Diversified Organic Farming System (DOFS).

#### Working with Nature

As the name implies, farmers adopted diversification of farm products and the organic method of rice production. This was complemented by

farmer-based research for information and technology transfer, broader and favorable market linkages, and provision of alternative sources of income.

*Diversification of Farm Products.* At the farm level the farmers are involved in the production of organic rice, which is their main source of income, along with backyard gardening, livestock, poultry, fish culture and production of high-value crops.

*Organic Rice Farming.* Organic/natural or biodynamic farming adheres to the laws of nature and life's natural cycle. Various complementary techniques and technologies have been applied including Low External Inputs System of Agriculture (LEISA), System of Rice Intensification (SRI), the Korean natural farming techniques, and biodynamic technology. These methods do away with the use of synthetic inputs.

*Farmer-based Research.* The program advocated and supported farmer-based research through field trials, farm-to-farm visits, on-field technical assistance, on-site farm planning, trainings and farm experience documentation, external field exposures, and technology transfer. These activities were undertaken to give the farmers field and first-hand exposure to farming techniques and technologies. It also gave the farmers the opportunity to learn from fellow farmers. Actual field experience and sharing of knowledge served as learning laboratories that allowed cross fertilization of farming technologies that led to the enhancement of farming techniques and approaches.

*Broader and Favorable Marketing Linkages.* The program did not stop at improving productivity but it also provided the necessary market linkages for the farmers' products. To create a broader and more favorable market, the local government established a partnership with the Kilolog Farmers Multi-Purpose Cooperative in the packaging, promotion and marketing of DOFS products. The municipality also later on encouraged local rice traders to participate in this venture. The organic rice is now labeled and promoted as MagRice (Magsaysay Rice) and is widely distributed within and outside the municipality.

As the production increased, marketing outlets in neighboring towns were gradually established by the local government and partner organizations. The increase in demand for organically grown MagRice has encouraged more farmers to adopt the program and expand their production areas in order to meet increasing market demand.

*Alternative Sources of Income.* Aside from the income derived from rice farming, the farmers also generated additional income from their diversified farm production. They now not only produce rice, but also grow vegetables, fruits, fish and raise livestock and poultry. These provided other sources of income to the household amounting to an average of P12,325 annually.

Backyard gardening or Food Always in the Home (FAITH) guaranteed the availability of food for the household. Without this program, a farmer household would spend a minimum of P10 a day for vegetables and spices for their daily consumption. This would mean that a farming family would be spending P1,200 every cropping season (120days). The savings could be utilized to support other needs of the household such as health care and education. Increased income translates to higher buying capacity of farmers—thus ushering in a more vibrant local economy.

### **The Ripple Effect**

The increased demand for organic fertilizer, weeders and other farm tools opened other economic opportunities for local entrepreneurs. This meant more enterprises and more active investments.

The broader marketing linkages in the neighboring towns and cities have gradually established competitive prices for the DOFS products.

Organic farming made it possible for fish culture to be integrated into the program, as fish may now be grown in rice fields, thus maximizing the utilization of scarce land and other productive resources.

Aside from the numerous economic benefits, the DOFS program contributes to the rehabilitation and protection of the environment. The reduction, if not the eradication, of the usage of synthetic chemicals in farming helps promote sustainable farming. By using organic fertilizers, agricultural and domestic wastes have been reduced, recycled and put to productive use. Organic farming technologies restore soil fertility and reduce water and air pollution.

As MagRice expands its market and gains consumer support, a quality control system becomes necessary to set standards that will ensure quality of products. The development and implementation of an Internal Quality Control System (IQCS) will be with the help of farmers' organizations. This system will include strict monitoring of farming activities (planting, growing, harvesting, processing and marketing of

products) to guarantee compliance with the methods of organic farming and sustainable agriculture.

The DOFS complements the solid waste management program of the municipality. Given the need for organic fertilizers to produce rice, the demand for organic waste increased. Due to this demand, the solid waste management program of the municipality has become effective. It was able to develop and produce organic fertilizer which is now labeled as MagFer (Magsaysay Fertilizer). Households and farmer organizations were also trained to produce and process their own fertilizers from wastes and other indigenous materials.

The program revived and promoted the use of environment-friendly indigenous methods of rice production. The farmers became "scientists" of their own farms by establishing a farmer-based research. They have become independent in farm management, plant breeding, land preparation and production of fertilizers.

Over and above all these, the DOFS program increased the level of ecological awareness among the people, especially the farmers.

### **Linkages and Convergence**

The DOFS program was conceptualized, developed, planned, implemented and sustained through the concerted efforts of various program stakeholders—the farmers, civil society, national government agencies and the local government.

Capacitating and mobilizing farmers' organizations was vital to the successful implementation of the program. Trainings conducted in rice-producing barangays bolstered the farmers' commitment. Farmers were open to the conduct of field trials in their farms and the establishment of farm models. The farm-to-farm visits boosted the morale of the farmers as they proudly show their farms to other farmers and narrate the challenges and problems they encountered as well as the solutions they applied based on what they had learned from the DOFS program. A "coaching system" among farmers was adopted through the deployment of barangay extension workers.

The local government also mobilized the non-government organizations. The Consortium for the Development of Southern Mindanao and the Don Bosco Youth Center, Inc. helped introduce the biodynamic farming technology. SEARICE, a pioneering research institute, also provided much needed technical support.

### **Transferability and Sustainability**

The methods and strategies are employed with a view to assuring that the program will be sustainable beyond the current administration. Support legislations were adopted by the local legislative councils to make sure that budgets are made available. The local government and its partners have entered into agreements that spell out their respective roles, responsibilities and obligations.

The concrete and tangible results of the program currently enjoyed by the farmers have strengthened their commitment to DOFS farming technologies. More farmers have begun to manage and cultivate their farms the "DOFS Way" without much assistance from municipal personnel. Moreover, all DOFS adaptors have now realized the great disparity between the conventional farming approach and the DOFS approach, not only in terms of income, but their long-term effects on the environment.

The program is easy to replicate in other municipalities. The DOFS program is simple and the technologies employed are available, affordable and accessible in most parts of the country. Initiating the DOFS program would not require huge amounts from any local government. By utilizing the existing workforce and mobilizing the community, partner organizations, and requiring equity from adaptors/farmers, costs will be minimized. More importantly, this will build a stakeholdership that will sustain the program.

## **Entrepreneurship in Governance**

Improving Local Government Income through Municipal Economic Enterprise and Development Office (MEEDO)

THE municipality of Naawan, Misamis Oriental, was operating on very limited resources to cater to the needs of 17,431 residents.

As a fifth-class municipality, with 3,684 households and a 2% growth rate, Naawan needed to optimize its use of resources as well as increase local income. An assessment of its public economic enterprises showed that the local government was operating on a negative income and unable to recover even the cost of operations. The net effect was that, instead of serving as a vehicle to improve income, these public economic enterprises were draining the scarce resources of the municipality.

To make matters worse, the operation of public economic enterprises were being managed by the municipal treasurer's office and municipal engineer's office, which have their own tasks and priorities. So the public economic enterprises were often relegated to secondary priority. Hence, services provided were poor and unable to respond to the demand for more efficient services.

### **Turnaround**

This prompted the local government to establish the Municipal Economic Enterprise and Development Office (MEEDO). The MEEDO was composed of various personnel seconded from the treasurer's office and Engineer's office and was headed by a manager. Its primary task was to ensure better operation of public economic enterprises excluding collection activities except for the public market cash ticket collection. By pooling together these personnel, the local government did not incur additional expenditure. But the creation of the MEEDO allowed the municipality to provide better and more efficient services.

Within a year of operation, in 2004, collection of public economic enterprises increased by 325% over 2000 and 196% over 2003.

The success made by the local government in the operation of public economic enterprises has earned the recognition of the KAAGAPAY Seal of Excellence in Local Governance by the Philippine-Canada Local Government Support Program and the Department of the Interior and Local Government in 2004.

For the first time in three years, the local government gained positive income compared to deficit spending of the previous years. The increase in collection was a result of an additional connection to 420 new household Level III water system users compared to 260 households connected in 2003. There was also a remarkable increase in the collection from the public market, slaughterhouse and goat dispersal operations. In December 2004, Naawan established a Goat Breeding Station that now earns an average income of P1,000 per day from its goat's milk production component.

More importantly, for the local government, the capacity to mobilize local resources without external support is a major accomplishment. Naawan has shown that improvements are possible even with meager resources.

### **The Winning Ingredient: Community Participation**

Naawan's pursuit of improving local income generation, while providing better services through the development and expansion of economic enterprises, has been done with community participation and empowerment, as can be seen in the composition of the MEEDO Board: the municipal mayor, as chairman; sangguniang bayan chairmen of the committees on laws and rules, market, and agriculture; and representatives from the market vendors association, water users and farmers association, as members.

Among the important functions of the board are the following:

- a. Formulates plans and policies, recommends project proposals, studies, activities, and budget to the sangguniang bayan, and monitors and evaluates MEEDO operations;
- b. Receives and resolves complaints on MEEDO manager's decisions in the operation of the enterprises; and
- c. Determines, approves, and implements fees, charges and rentals for the use of facilities and services.

Although the MEEDO is a special body, fees, charges, and rentals are determined in compliance with local ordinance. Implementation can only be done when the following processes have been met:

- a. After notice, public hearing and publication in at least three conspicuous places in the locality for a period of 15 days; and
- b. If no appeal is made to the office of the sangguniang bayan on the fees, charges, and rentals within one month after the 15-day publication, the same is deemed approved with finality.

### **Ensuring Sustainability**

To ensure sustainability in the expansion and development of the municipal economic enterprises, a separate office was created by the local government. The Project Development Committee (PDC) is composed of the Municipal Planning and Development Coordinator, Municipal Treasurer, Municipal Budget Officer, Personnel Officer, Municipal Accountant, and Municipal Engineer.

The PDC is tasked to prepare project feasibility studies and proposals, and to perform other functions that may be required by the MEED board for the development of economic enterprises of the local government. Without the PDC, MEEDO would have difficulty advancing the development of economic enterprises considering the limited capacity and number of MEEDO personnel.

The creation of the MEEDO was an offshoot of the revenue generation capability-building assistance extended by the Philippine-Canada Local Government Support Program (LGSP) with the following activities: (a) participation of the local chief executive in consensus building workshop; (b) formation of technical working groups; (c) conduct of a public economic enterprise diagnostic audit; (d) creation of the MEEDO with defined organizational structure through an ordinance; (e) legislative, legal and institutional support; (f) budgetary appropriation and appointment of personnel; (g) capacity building trainings through LGSP assistance; (h) launching and operationalization of the MEEDO; and (i) project monitoring and evaluation.

The entire process of establishing the MEEDO covered a period of seven months. The creation of MEEDO can easily be replicated by other low income municipalities as some personnel from the municipal treasurer's office and municipal engineer's office can be pooled together and established into a separate office.

## CHAPTER 3

# Health Care Delivery



## A Showcase for Philhealth

Philhealth Plus

IN Pasay City, efforts to make quality medical care accessible to the poor has produced results along with the conviction that “better health makes people more economically productive”.

### **Public Health is a Public Trust**

Pasay City had always provided medical services to its indigent residents but these were limited to free consultations and medicines available at its 12 health centers. Other important services like laboratory tests (stool analysis, urinalysis, blood analysis, etc.) and hospitalization were not available for free. So, even when they needed these services—for serious illnesses like cardiovascular diseases, and infectious diseases like pneumonia, diarrhea and tuberculosis—indigent residents would not avail themselves of such services since they could not afford to pay. They would rather spend the money on food for their families.

Moreover, there are only two public hospitals that cater to the needs of both the poor and the other residents of Pasay City. These are the Pasay City General Hospital with 150 beds to service the 422,599 city residents and the Villamor Airbase Hospital which mainly caters to military personnel and their families. And then there is the problem of lack of funds.

### **Partner Power**

The city government, recognizing the need to provide these crucial services but at the same time realizing their own limitation in terms of fund, nevertheless did not stop to look for ways to further expand health services for indigent families. The local government decided to combine their health program with the health insurance program of the Philippine

Health Insurance Corporation (PHIC). The city government agreed to be the pilot area for the newly launched Social Health Insurance, a Medicare package called Philhealth Plus.

Philhealth Plus is an expanded health insurance package that provides uniform in-patient as well as out-patient benefits, such as free consultation, medicines and laboratory examination in all Philhealth-accredited centers. Using this package, the Pasay City government sought to enroll at least 15,000 indigent households in the Philhealth Plus program, ensure 100% registration by business establishments, a 20% increase in the individually paying program (IPP) of Philhealth, install monitoring systems in health centers, and have a permanent Philhealth office in City Hall by 2004.

Aside from tapping the funds available through the Philhealth Plus program, the city government also ensured that funding for the health program continued. The capitalization fund was turned into a trust fund, the interest of which was used to upgrade facilities and services and procure additional laboratory supplies and medicines. At least 20% of the interest earnings were earmarked for administrative costs in the form of incentives divided among the health personnel directly involved in the program.

The barangays became the active partners in implementing the program—from the identification of the indigent families for enrollment with the Philhealth Plus program, to instilling health, environmental and cleanliness awareness. At the same time, the private sector was also involved in continuous advocacy, networking and linkaging.

To provide leadership in implementing the programs, teams were established to manage and supervise the health services being provided. The teams are being trained continuously. As part of the standardization process, monitoring mechanisms are now in place to check on the progress and to immediately identify and address gaps in the programs being implemented.

### **The Numbers Tell the Story**

The indigent families which were the targeted beneficiaries of the program have been identified, issued their health passports and are now availing themselves of services being offered both at local health centers and accredited hospitals. In 2002, at least 9,319 indigent families were already enrolled in the Philhealth Plus program, 5,042 of

which benefit from the out-patient package. Some availed themselves of the in-patient package and were confined in Philhealth-accredited hospitals, including the Philippine General Hospital (PGH).

The efforts to upgrade the health centers and have them Sentrong Sigla-certified, as well as the efforts to upgrade the capacity and provide incentives for its health personnel, have paid off. Of the 12 health centers, 11 have been Sentrong Sigla-certified, 7 have won awards with corresponding cash prizes to be used for further improvement of the health centers. The health centers are now equipped to provide laboratory services. The skills and competencies of the health personnel are continuously being improved through a capability building program being implemented in partnership with the Department of Health.

The strategy to seek partners has also been rewarded in terms of additional funding opportunities. In fact, the partnership with PGH became part of a bigger project funded by the Italian government and which will help improve further the 11 health centers.

Since Pasay City is a pilot area for the partnership with Philhealth, the initiative has been well documented, and therefore replication will be easy. With Philhealth planning to seek similar partnerships, others may soon also enjoy the same success achieved by Pasay City.

## Health and Dignity

La Union Medical Center

MEDICAL and health services have become so expensive, many Filipinos can't afford them. But the poor in La Union can worry less about getting sick because there is a hospital that would not send them away—the La Union Medical Center (LUMC).

### No More Doleouts

The high cost of medical and health services has made them unaffordable to the poor. The poor, for their part, expect free services.

Under the LUMC Economic Enterprise for Sustainability and Development Program even the poor in La Union can afford tertiary medical services. The hospital is equipped with the most modern laboratories and facilities, and equipment for complete hematology test and blood analysis; for tumor, hepatitis and thyroid marking; and for hemodialysis—all costly medical processes and treatment. Other tertiary hospital services that have been provided to them are neuro-surgery, cancer surgery, orthopedic cases, intensive care unit, urology, dialysis and kidney transplant.

Patients are categorized into Classes A to D. Class A and B patients pay for the services in full. Class C patients get discounts of 25-75%. Class D patients pay in kind. This practice has been adopted in order to discourage the "doleout mentality". The hospital allows relatives and friends of Class D patients to do odd jobs like cleaning the hospital premises or watering plants. Or they donate blood, fruits or vegetables. If the cost of the patient's hospitalization is P50,000 and he or she donates only a basket of fruits or vegetables, then that's it. The amount not paid is considered "quantified free service". Since 2002 the quantified free services have amounted to P36 million.

### More Than Basic Services

From April 2002 to February 2006, the hospital had served 122,100 patients, including some from Pangasinan and Benguet, 57% of which were Class D, 35% Philhealth-covered patients and 8% privately paying patients. In 29 months of operation, the pharmacy earned a net income of P2.17 million.

The hospital's growing economic viability has made it less and less dependent on subsidy from the provincial government. In 46 months of operation, from April 2002 to February 2006, its free services to the poor amounted to almost P53 million. Its accumulated cash collection representing regular hospital services is P123.2 million. It has opened a time deposit amounting to P10 million for the construction of another building for private patients.

### Partnerships

The upgrading of facilities and expansion of services began in December 2001 when the European Union donated P650 million for the construction of a modern hospital. The former provincial hospital was transformed into a world-class 100-bed medical center with 16 air-conditioned rooms and several state-of-the-art equipment, including a CT scan unit worth P14 million and a hemodialysis unit worth P5 million. These equipment are operated as a joint venture with the private sector.

To operate, manage and sustain the hospital as a medical center, the provincial government turned it into an "Economic Enterprise for Sustainable Development". It formulated a private-public mix type of cost recovery and revenue enhancement program involving joint ventures with the private sector, which invested in the CT scan and hemodialysis units. The investors pay for the rent, electricity and employees. Of the gross revenue, 15% goes to the hospital. The income is placed in a trust fund to subsidize indigent patients who get to use the said machines.

The Department of Health in Region I also granted P1.5 million to the trust fund for retail pharmacy operation. Of the net income, 60% goes to the charity fund, 20% to capital build-up, and 20% to miscellaneous expenses. The hospital has increased its employees from 139 to 238, including part-time or contractual specialists in the fields of neuro-surgery, thoracic surgery, orthopedic surgery, urology, diabetology, nephrology, and anesthesia.

## Ensuring Sustainability

The medical center's sustainability is ensured by the continuing partnership with stakeholders. This was reinforced by the passage of Republic Act 9259 in March 2004, transforming the LUMC into a non-stock, non-profit local government owned and controlled corporation.

The hospital's financial subsidy from the government is now limited to personal services. Maintenance and other operating expenses, including capital expenditures and additional employees, now come from the hospital's income.

As a self-sustaining economic enterprise, LUMC is able to demonstrate that the devolution of health services to the local government can work with the help and cooperation of everyone, especially the local political leaders and the people. Innovation and good governance can substantially address the health services needs of the community under a devolved set-up.

## 15 CONCEPCION, ILOILO

### Of Mothers and Mother Earth

Harnessing Synergy in Integrated Population,  
Health and Environment Programming

AS in many developing countries, the rapid increase in population has been accompanied by environmental degradation affecting soil, water, forest and marine resources. Too many people are dependent on dwindling resources and diminishing incomes against a rapidly degrading environment. The combination is an invitation to disaster.

#### Integrating Integral Issues

Concepcion had a population growth rate of 2.79%, which was higher than the national average of 2.36%. Almost all of the municipal fisherfolk had monthly incomes of less than P2,500, which was way below the poverty threshold of P6,911.

Realizing the gravity of their situation, the municipality came up with an all-encompassing program that aimed to address the inter-related issues of population, health and environment. In 2002 it launched a program dubbed Harnessing Synergy in Integrated Population, Health and Environment Programming.

The program bannered a slogan, "With family planning, your health is ensured and your environment is saved!" The health service providers and volunteers went around convincing married couples of reproductive age to practice family planning and participate in environmental conservation activities.

The intended effect of this program on reproductive health and coastal resource management was to empower communities by teaching them skills and knowledge on how to plan their families, improve their health care services, and work on community projects that sought to preserve mangrove areas and fishing grounds.

### **Three-pronged Strategy**

Three cross-cutting strategies were used:

The First Strategy, called appreciative community mobilization (ACM), targeted marginalized groups around the theme of population, health and environment. This strategy builds on community assets and resources more than on their problems and deficiencies.

The Second Strategy, called experience-based advocacy, used evidence from community experiences to influence decision making in favor of population, health and environment.

The Third Strategy, called behavior centered programming, involved identifying key family planning and coastal resource management behaviors and developing related communications materials for various audiences.

### **Stakeholder Ownership**

At every stage of program development, the participation of the community members was ensured, which resulted in a high degree of stakeholder ownership. For identification and prioritization of projects, a core group composed of three barangays were trained on the Appreciative Community Mobilization (ACM) approach. Barangay officials and representatives of community organizations participated in the planning process. This allowed the community to discover their problems and needs, envision their desired future, design interventions, and deliver the services expected by the residents.

The implementing structure that was set up included a Municipal Fisheries and Aquatic Resources Management Council (MFARMC) and counterparts from the seven coastal barangays. These councils were tasked to manage and regulate activities in the coastal waters. A total of 187 fish wardens were tasked to conduct regular sea patrols and apprehend illegal fishers. The MFARMC has enabled the municipality to work jointly with community members for better management of marine protected areas, aggressive mangrove reforestation and upland agro-forestry.

In project implementation, the barangay development councils and the bids and awards committees were activated. A project focal person was assigned in order to ensure focused responsibility and accountability. In addition, a community based monitoring and evaluation system was installed where small fishers track fish catch patterns using

simplified but scientific methodologies. A community data base using the minimum basic needs (MBN) indicators was also set up to make the residents aware of the project's performance.

### **Fruits of Their Labor**

Concepcion has begun to attain a semblance of balance. Infant mortality rates and crude birth rates both dropped. There was also a marked increase in the quality, accessibility and availability of family planning and reproductive health services. Health facilities were provided various equipment and structural improvements, particularly electricity and running water.

The knowledge, attitudes and skills related to family planning improved. There are now 40 adolescent reproductive and sexual health peer facilitators. They play a role in disseminating correct information on adolescent reproductive and sexual health concerns. They encourage adolescents to visit the public health facility in their community for reproductive health care.

A deeper understanding of the complex relationship of population, health and environment helped stir the community residents to participate in the establishment of the municipality's marine protected areas, focus on upland reforestation, coastal cleanup and other activities that address declining fish catch and income.

Concepcion has established seven marine protected areas with an area of 240 hectares designed to regulate fishing and replenish marine resources. The program also provided alternative fishing methods to 242 fisherfolk. One result is that the small fisherfolk reported an increase of 5 kilos in their daily fish catch.

To date a total of 23,968 people, or 70% of the town's population living in 25 barangays, have taken part in the program. They are mostly women, children, indigents, fisherfolk and marginal farmers.

### **Ensuring Sustainability**

Sustainability of the population-health-environment program is ensured because it is now included in the barangay development plans and which are consolidated in the municipal development plan. These plans were formulated using participatory methodologies which ensure that the programs have the support of the stakeholders. This process, moreover, has ensured that use of local government funds is optimized.

People participation is the other factor that ensures sustainability. In project management and operations, community leaders and volunteers, particularly women, have been actively involved. Moreover, there is pervasive presence and representation of people's organizations in the local special bodies, particularly the Municipal Health Board, the MFARMC and the Municipal Development Council. All these special bodies have been functioning with expanded membership from people's organizations.

Impressed by the achievements of Concepcion, members of the Northern Iloilo Alliance for Coastal Development (NIACDEV) and the Alliance of Northern Iloilo for Health and Development (ANIHEAD) have themselves adopted the population-health-environment strategy as the model for integrated reproductive health and environment programming.

## Healing the Health Care System

Inter-LGU-NGO Partnership in the Delivery of Health Services

HEALTH care delivery was formerly a responsibility of the Department of Health (DOH). That responsibility was devolved to the local governments in 1991. This meant that provincial and district hospitals would henceforth be run and funded by the provincial government; city health offices, rural health units and barangay health stations by their respective municipalities, cities and barangays. Hence, from a centralized and integrated system, hospital and public health care management became chaotic as local governments struggled with the new challenge.

### Devolution Blues

Devolution caused a major setback. Health services virtually disintegrated as provincial governments became overburdened by the budget for hospital operations which was cut down to 52% and later by as much as 87%. Since they were technically unprepared to manage devolved health services, local public health services deteriorated. The relationship between hospitals and public health services was also severed. And there were glaring disparities between retained and devolved health personnel. Local chief executives found themselves taking on the responsibilities of health service and economic enterprise managers instead of just public administrators.

The province of Negros Oriental set out to fix the problem by aiming to:

- a. Improve organization and management;
- b. Provide adequate budget for health services;
- c. Improve hospital facilities and equipment; and
- d. Augment and develop the human resource.

## Code Blue

Several strategies were implemented. First, the Oriental Negros Hospital System was established to ensure the survival of provincial, district and community primary hospitals. Second, hospitals were allowed to retain and utilize their income to improve health care delivery. Third, the District health system and the inter-local health zone were revitalized and institutionalized. In addition, a partnership was formed between the province of Negros Oriental and the Bais City to upgrade the Bais District Hospital. Private sector support was solicited.

The Sangguniang Panlalawigan passed an ordinance fixing the rates for admission and consultation. Physical therapy, laboratory and dental fees were also set. Then, the diagnostic center was set up and the rehabilitation component strengthened.

To augment the hospital staff, accreditation of visiting private consultants was instituted. Medical specialists were hired on a part-time basis and doctors from the medical pool of the DOH were dispersed. Lastly, teams of hospital personnel were sent to train at the National Kidney Institute and the Philippine Heart Center.

Eventually, a Health Sector Reform Agenda was adopted with Negros Oriental as the convergence area. This entailed public health reforms, improved drug management, the development of local health systems and other health programs such as an expanded program on immunization, healthy lifestyle program, dengue control, rabies control, and maternal and child health program.

There was also the development of financing schemes. These reforms enabled the local governments to provide financial and manpower support to the hospitals. The DOH was tapped to provide consultants as well as additional equipment.

## Enter Civil Society

Meanwhile, the private sector provided support for the improvement of hospital facilities, and donated equipment as well as additional medicines. Private sector support made possible the repair and renovation of most hospital wards, emergency rooms, intensive care units and critical care units. The total cost of assistance for repair and renovation amounted to P11,904,064.33.

The whole community's involvement was gained through the formation, strengthening and institutionalization of people's councils and

community based structures such as the following:

- a. Barangay Health Workers' Federation
- b. Community Based Rehabilitative Workers
- c. Communicable Disease Surveillance System
- d. Community Based Monitoring and Information System
- e. District Hospital Health Board
- f. Board of Management with Non-Government Organizations

The formation of six Inter-Local Health Zones further decentralized local management of health service delivery at the district level. The institutionalization of the District Health System enabled the sharing of resources by the different local governments through a common trust fund.

## Fiscal Health

All these resulted in increased hospital income, which resulted in improved hospital facilities and equipment, manpower augmentation, improved services and quality of patient care.

In due time, the health status of the population of Negros Oriental also improved. Mortality, morbidity and malnutrition declined. Infant deaths went down from 11.92/100 live births in 1995 to 8.36/100 live births in 2002. Maternal deaths decreased to 68.28/100,000 live births in 2002, which is much lower than the 1995 figure of 83/100,000 live births. Protein energy malnutrition also decreased from 6.5% in 1995 to 5.9% in 2002. The cure rate under the National TB Program became consistently above 85% in the last 3 years.

By harmonizing its governance structure and instituting reforms, Negros Oriental was able to streamline its bureaucracy and reverse the deterioration of its health care services. By tapping the private sector it was able to pursue the development of a health financing scheme which eventually benefited the indigent and marginalized segments of the population, and by encouraging the active participation of whole communities, the provincial government was able to ensure the sustainability of its health services.

## Coda

The success of the partnership program in health care delivery adopted by Negros Oriental has encouraged other provinces, such as Bohol and Siquijor, to implement similar reforms and programs. The provinces of

Kalinga-Apayao, Pangasinan, Misamis Occidental, South Cotabato and Zamboanga, including Cebu City and the National Capital Region, are reportedly considering the replication of the program in their respective areas.

In attempting to replicate the achievement of Negros Oriental, these provinces would do well to hone their ability to encourage and win the support and cooperation of the various sectors of their constituencies. Only by doing so would they succeed.

## 17 ZAMBOANGA CITY

### Shutting the Backdoor to AIDS

Effective Partnership towards an AIDS-Free Zamboanga City

PARTNERSHIP between the local government and civil society organizations, national government agencies, business and the private sector has made the "AIDS-free Zamboanga City" campaign a resounding success both inside and outside the city boundaries.

#### Proactive Measures

Zamboanga City is the country's "backdoor", a main trading center, shipping and entry point to the Philippine's neighboring countries. Its ports are busy and its booming entertainment industry attracts thousands of visitors from countries including those with high incidence of AIDS/HIV like Brunei and Malaysia. Thus, while the city attracts potential investors and tourists who could enhance the city's economy, it also becomes doubly vulnerable to the outbreak of AIDS/HIV and other sexually transmitted diseases and infections (STDs/STIs). Because of this and its strategic location, the Department of Health (DOH) National HIV Sentinel Surveillance System has made Zamboanga City one of its sentinel sites for its battle against the spread of AIDS/HIV.

Addressing the problem did not just mean providing the needed services. It meant building unity against AIDS/HIV. It meant coming up with comprehensive plans to address the problem. It meant continuing the implementation of other programs that could alleviate poverty to prevent residents from entering the lucrative, yet AIDS/HIV vulnerable, entertainment industry. It entailed setting up a system of monitoring and tracking people and encouraging every person in Zamboanga City, residing or visiting, to cooperate and be part owners of the program. It also required convincing people that these endeavors are safeguards to, rather than infringements of, their inherent human rights.

The program is a partnership between the city government and the Human Development and Empowerment Services (HDES), a non-government organization working on AIDS prevention and advocacy. The City Health Office (CHO) spearheads the implementation of the program in coordination with HDES and supported by USAID through the Path Foundation. The Zamboanga City Multi-Sectoral AIDS Council (ZCMSAC) was established to ensure the implementation of a comprehensive plan.

### Well Thought Out Plans

The general objectives are to monitor, control and prevent the possible outbreak of AIDS/HIV and STDs/STIs in the city and, in the process, safeguard the whole country.

The strategies and activities of the project are the following:

- a. Design and develop local plans to prevent the spread of STDs/STIs/AIDS/HIV and reduce the impact of the disease on individuals, families and communities;
- b. Advocate/lobby for the passage of local ordinance on AIDS/HIV;
- c. Upgrade knowledge, attitude, skills and service delivery of the City Health Office personnel and Community Health Outreach Workers/Peer Educators of HDES; and
- d. Increase public awareness thru information, education and communication activities and utilize participatory community approaches.

Among the many support activities are the following:

- a. *STI/AIDS/HIV Education*: annual AIDS/HIV dissemination forum for the ZCMSAC; education of owners, registered female sex workers of entertainment establishments, freelance sex workers, policemen, drivers, fishermen, seafarers, porters, students and the general public; and production and distribution of IEC materials in the vernacular.
- b. *Health Service Delivery*: establishment of Community Health Outreach Stations; condom outlets in entertainment establishments, sari-sari stores and cigarette vending stalls; provision of voluntary HIV testing and pre-/post-testing counseling; and issuance of yellow cards to freelance sex workers.
- c. *Surveillance and Monitoring*: surveillance activities through serologic testing; operations of Task Force Buenas, i.e., monitoring of entertainment establishments, inspection of business/sanitary permits and health certificates of entertainers; and data bank established through the Sentinel Surveillance System and AIDS/HIV registry.

### Truly Participatory

Indicators of participation and impact of program include the following:

- a. Increased number of high risk groups seeking counseling and treatment for STI;
- b. Increased number of weekly smearing of entertainers;
- c. Consistent condom users among entertainers increased from 16% in 1997 to 39% in 2002;
- d. 72 children with STI referred by HDES for treatment; and
- e. No HIV cases since the conduct of the surveillance through serologic testing from 1996 to 2004.

The greater accomplishment is certainly the creation of the constituency for AIDS prevention in the form of people's organizations involved in the campaign. These include:

- a. Barangay Council for the Protection of Children (BCPC). A total of 77 BCPCs have been organized to look after the protection of children against prostitution, trafficking and STI/HIV/AIDS. The Sanguniang Panglungsod has passed a resolution institutionalizing the BCPC.
- b. ZCMSAC, which is chaired by the city mayor, the city health officer as executive officer, and council members coming from different sectors, foremost among which is the HDES.
- c. Asosasyon ng mga Batang Lansangan ng Zamboanga, an association of sexually exploited children under sixteen. The association's program was able to raise the self-esteem of at least 120 children through street education and life skills development activities. They became aware of their sexuality and protected themselves from acquiring sexually transmitted infections. The older children became peer educators.
- d. Asosacion de las Estrellas de Zamboanga, an active association of the gay sector. It is composed of both Muslims and Christians. The association serves as support group for all gays in the city through the peer education approach. They promote positive attitude toward protected sex and reject unprotected sex. They produced IEC support materials for the sector.
- e. Zamboanga Entertainment Association (ZEA). This is an organization formed by entertainment establishments. The association was organized through the efforts of HDES and the City Health Office. Since its organization, the ZEA officers have taken an active role in promoting AIDS/HIV prevention in Zamboanga City. The president of ZEA is a member of the local AIDS council.

## CHAPTER 4

# Coastal Resource Management

f. The Shindig Stall Owners Association (SSOA) is an association of unregistered entertainment establishments which are still working on their legalization. They are working toward women empowerment and AIDS/HIV prevention among sex workers. The association has initiated the move to make their member establishments part of ZEA.

g. The Zamboanga City Medical Center HIV/AIDS Core Team (HACT) provides the medical-technical back-up to the AIDS-Free campaign.

h. Task Force Buenas which was created for the purpose of enforcing business, sanitation and health requirements for entertainment establishments and their entertainers.

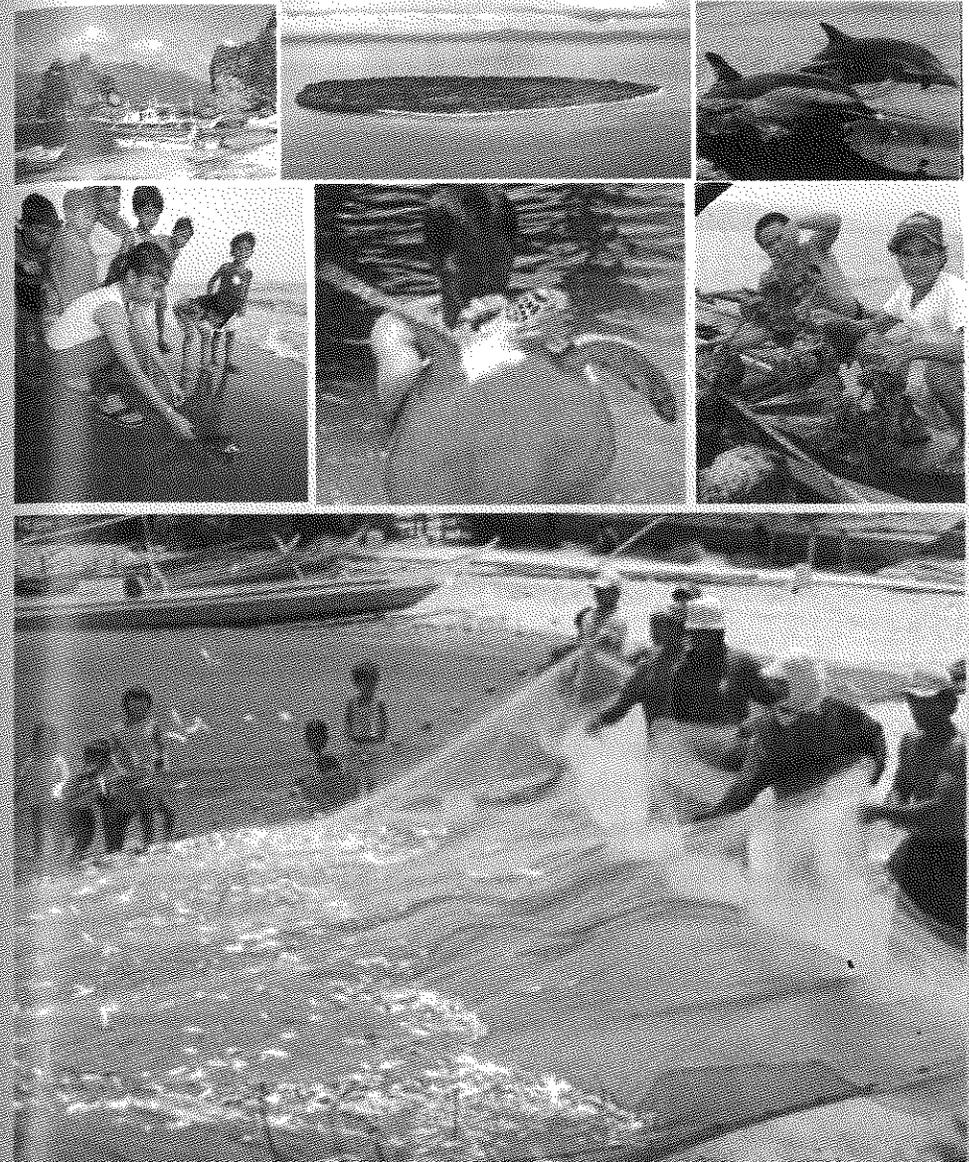
i. The Zamboanga City Raiding Team, composed of personnel from government agencies, conducts raids whenever there is an increase in STI cases and low smearing rate especially among freelance sex workers.

### Sustainability

The organizations and service units listed above serve not only as the constituency and effective partners in the AIDS-Free campaign but the mechanism for the campaign's sustainability.

The comprehensiveness of the plan insures widescale coverage and efficiency. The plan includes upgrading of medical facilities in all barangays; increasing public awareness through massive education and information campaigns; upgrading the knowledge, attitude and skill of health personnel and community health outreach workers and peer educators at HDES; setting up of a systematic and organized behavioral serologic surveillance system; contacting disease detection through case finding, contact tracing and reinstating treatment and counseling; maintaining its own data bank on STIs/STDs and HIV/AIDS; strengthening linkages with other government agencies, non-government organizations and other sectors; and ensuring that adequate funding is available for the program.

All of these interventions have led to a one-of-a-kind locally initiated AIDS/HIV prevention program that has prevented the onset of AIDS/HIV in a highly vulnerable city. These interventions have also impacted on the health and well-being of the vulnerable sectors and have transformed the city's health providers and volunteers into effective health service delivery providers.



## **Habitat: From Life-threatening to Life-giving**

Bani Coastal Resource Management Program

IN the year 1989, in the municipality of Bani, Pangasinan, a child died of dengue, a mosquito-borne disease. The incident prompted the townsfolk to start a clean-up of their riverine and coastal areas in order to stop the menace. The clean-up drive later evolved into a full-fledged fight to stop the destruction of fish habitats: the mangroves and coral reefs.

### **Mangroves Lost**

The fishermen of Bani were practically on the verge of going hungry because their average fish catch had dwindled to just a few kilos compared to a decade before. This coincided with the reduction of mangrove areas from 2,000 hectares two decades earlier to only one hectare in 1990. Illegal fishing activities were rampant and commercial ventures were encroaching into the riverbanks and the coasts, exacerbating erosion and siltation—which, in turn, were endangering the coral reefs.

Bani came up with a 10-year (2001-2010) Comprehensive Coastal Development Program. The plan entailed the creation of the Municipal Fisheries and Aquatic Resources Management Council (MFARMC), which empowered the fisherfolk and guaranteed their involvement in the formulation of policies and programs for the management, protection and sustainable development of fisheries and aquatic resources.

### **Mangroves Regained**

By 2005, Bani had managed to rehabilitate and expand its mangroves to 42.25 hectares. With the establishment of Marine Protected Areas, Bani was able to establish mangrove nurseries, which eventually provided an alternative source of livelihood. The mangroves became home to 37

bird species, including migratory birds that are on the international list of threatened species. Because of the diversity of the species that dwelled in the mangroves, the place became an ecotourism site. This brought added income for the community. Bani is also maintaining and protecting a 185-hectare communal tree farm, which serves as a watershed.

As a result of these changes, fish became plentiful once more. Average fish catch was recorded at 2 kg to 3.27 kg a day in 2005. Supplementary livelihood projects, such as mangrove seedling production, oyster production, mud crab production and bangus deboning, enabled participating people's organizations to earn as much as P82,000 in half a year (from January to June 2005).

The municipality consulted with the community and formed a multi-sectoral technical working group, which drafted the coastal development plan. The assistance of the University of the Philippines Marine Science Institute was also sought. When the draft of the coastal development plan was completed, a series of consultations and multi-sectoral meetings were convened to review the proposed coastal management plan with the participation of the affected communities. After going through the whole process, Bani came up with a 10-year (2001-2010) Comprehensive Coastal Development Plan (CCDP). The CCDP serves as the main guide in the management of Bani's marine resources and in addressing the rapid and continuous depletion of municipal coastal resources.

There are 13 fishers' associations in Bani. An estimated 48% of the members have been trained in resource assessment, organizational development and livelihood management. The municipality also sent fisherfolk association members to law enforcement training and deputized them as fish wardens. There are now 42 deputized fish wardens in the municipality who enforce fishery laws and policies.

### **Stewards of their Piece of the Earth**

Overall management of the CCDP is in the hands of the MFARMC. The four coastal barangays facing South China Sea have formed the SANCEDACO General Council (after barangays San Simon, Centro Toma, Dacap Sur and Colayco). The council closely coordinates with the Sagip Lingayen Gulf Project. Among its activities are coastal habitat assessment, fish visual census, fish catch monitoring, installation of

marker buoys and formulation of the management plan. Planning workshops and assessments are conducted twice a year while regular meetings are bi-monthly.

SANCEDACO is composed of the barangay council members and the FARMC chairmen of the four concerned barangays, the deputized fish wardens and delegates from fishermen's associations.

Bani has remained steadfast in protecting and maintaining its natural resources and uplifting the lives of fisherfolk and farmers. To ensure that the CCDP is sustained and continued beyond the present administration, Bani passed a Municipal Fisheries Ordinance which conforms with the provisions of Republic Act 8550 or the Philippine Fisheries Code.

## An Enchanting Journey to Success

### Bohol Ecotourism Development Program

HOW did a province that was one of the 20 poorest in the country come to position itself as a highly competitive ecotourism destination?

#### It Started with the Environment

In 1997, Bohol was one of the 20 poorest provinces (79 at that time) and stood at seventh place. Its large coastal population dependent on the sea did not make good use of marine resources. Illegal fishing, decline in fish catch, overfishing, pollution of the sea and rivers, destruction of coastal habitats (including corals and mangroves), idle fishponds and commercial fishing in municipal waters were some of the factors that caused induced poverty.

Meetings, consultations and dialogues involving a wide cross section of the communities triggered the process that catapulted Bohol into the world tourism map as a competitive ecotourism destination. While the initial concern was supply of food, protecting the source of food gave birth to a new and lucrative industry. This came about as people realized that the harvest from the sea is not infinite, and that the use of these resources had to be managed, regulated and controlled.

The dialogues set into motion the drafting of the now famous Bohol Environment Code. This was followed by another first, the establishment of the district coastal law enforcement councils (CLEC). These are multi-sectoral councils authorized to carry out coastal laws in the districts they cover. This allowed the Boholanos to effectively monitor their coasts.

#### Refining the Vision

This was followed by the Bohol Ecotourism Development Program, with the vision to make Bohol "a prime ecotourism destination and a strong

agro-industrial province". This program was to become one side of a two-pronged strategy for the Poverty Reduction Action Plan that followed on the heels of the ecotourism program.

Many ecotourism projects were planned, designed and implemented. These ecotourism projects, taken together, have brought the total environment of Bohol to pristine condition. Many of these projects are offshoots of the tourism program which has made Bohol a favorite tourist destination. The projects have also provided alternative livelihood and additional income to countless families. New forms of job opportunities have been created. Male members are employed not only as fishermen but as boat crew or paddlers. Female members are employed as guides or cooks. Native food and crafts have become brisk business.

Some profitable ventures that demonstrate the best practices in natural resource management are described below:

The Basido Marine Sanctuary in the municipality of Guindulma attracts snorkelers from all over the world because of its clean, clear waters that contain rich corals and a variety of fish species. The establishment of the sanctuary raised awareness on rehabilitation, preservation and management of the marine ecosystem. The sanctuary has increased the biodiversity in the area, contributed to the livelihood of fishermen and boosted the ecotourism opportunities in the area. The community now operates a snorkeling and paddling business. Following the example of the Basido Marine Sanctuary, other barangays have also set up their own.

The waters of Pamilacan Island is a migratory route where whales, dolphins, sharks and other fish frolic. At first the Boholanos were unaware of the large number of marine mammals in their waters until American and Japanese whalers were taking them purportedly for research. The locals picked up the whaling technique and soon a whaling community emerged. From these came local whale hunters, but with the program, they were transformed into tour guides, spotters and boat operators for the now famous dolphin watch tours.

Mangrove reforestation projects are also undertaken is a large scale they represent the biggest such effort in Asia. Aside from wood harvested from adult trees, there are fish, blue crabs and shells. Tree planting is also being promoted for watershed management and as a deterrent to soil erosion in coastal areas. Fisherfolk and villagers also train for coastal management and oyster culture.

Ecotourism knowledge has increased public appreciation of the environment and fostered awareness of environmental concerns. People are now in closer contact with nature and have developed the conscious desire to preserve their surroundings. Biodiversity improvement in coastal areas have increased fish catch, cleared up waters and produced a thriving marine and tourism culture.

### **Culture is Marketable**

Complementing the projects and programs based on the natural environment (which count in the chocolate hills and the tarsier) are those based on Bohol's cultural heritage and living culture: dugout burial coffins, a speech art form called *nilambay* with poets alternately declaiming in philosophical verse for days on end, colonial houses, a 300-year old bell and a church and convent built in the 17<sup>th</sup> century. And then there is the world-acclaimed Loboc Children's choir.

Bohol has succeeded in positioning itself as a competitive ecotourism destination, an enchanting tourism giant with plenty to offer. Local tourism councils have also increased, widening the opportunities to inculcate environmental values among its people. Once sleepy communities have now become active, dynamic and self-sustaining.

The strategy employed is anchored on the use, development and protection of the natural resources as well as the preservation and management of cultural heritage. Framework programs and local legislation gave structure to the efforts to get the entire population behind the programs.

Having realized the promise of ecotourism and the need to protect the natural resources, stakeholders designed an ecotourism destination development plan in which zoning is integrated.

Then there is the practical tutoring in skills and business management. Special courses in environmental protection and planning are still being conducted. People involved in the Marine Life Tours are also trained in marine ecosystem biology and ecology, mangroove interpretation, cetacean guidelines, tour quality control and safety, snorkeling, tour interpretation skills, public speaking, bookkeeping, boat captains and spotters interaction, trainings on community food catering and serving, tour guiding, first aid, and many more. These activities permit locals to self-govern and have decision-making abilities. They become accountable for their own resources.

### **Spreading the Technology**

Ecotourism organizations devise plans and announce new projects in workshops for local members. These seminars allow for the analysis of opportunities and threats and set directions and strategies that would help their campaign. The process helps identify needs and address them at the provincial level, then incorporate them in the Bohol Tourism Office program. Documentation of these meetings enable future leaders to continue the flow or make changes in operation.

The BTO coordinates, facilitates and provides technical assistance to interested parties. It also assists in the marketing and promotion of tour packages and conducts, monitors and evaluates activities, and identifies the ecotour's needs. The office is currently working on guidelines for tourism and aims to produce a framework from which codes and ordinances can be sourced. Local ordinances declaring tourism zones and marine sanctuaries have been put into place in several Bohol municipalities.

It is worth noting that combining ecotourism and agro-industrial development has proven to be a potent strategy: To utilize its rich ecological-cultural capital and turn the province into a competitive ecotourism destination and to invest in the productive capacity of its people to turn the province into an agro-industrial hub. The combination of these two objectives, has resulted in a community-based entrepreneurial style of resource management. The efforts the residents put into conserving their environment is the biggest investment itself. And the most important accomplishment is the empowering of local communities and enabling them to manage their own backyards as much as their common environment.

### **Replication**

The Bohol Ecotourism Program is replicable in any area. If a province has no ecotourism office, the program can be initiated by the chief executive who has the power to execute orders pursuant to the Local Government Code. Councils may be formed to represent sectors who may want to recommend an approach or method applicable to their localities.

## Now the Divers Come with Cameras

### Coastal Resource Management Program

THE corals of Apo Island in the municipality of Dauin, Oriental Negros, is an internationally acclaimed destination for scuba divers. It has the distinction of being cited as the best managed reef in Asia in 1997. Dauin has been earning a lot from tourism as a result of the successful implementation of its Coastal Resource Management Plan (CRMP). The municipality now has several marine protected areas (MPA), which have become the focus of numerous study tours from other provinces and municipalities who want to replicate Dauin's initiative.

### They Came with Rocks

Before the CRMP was implemented, life had become difficult for the fishers of Dauin. In 1980 local fishers noted a significant decrease in their fish catch. There even came a point when they had to paddle very far from the shore to be able to catch fish for their families. Illegal and destructive fishing had become rampant, particularly *muro ami*, a grossly destructive fishing method where divers break corals to drive fish into nets. Commercial fishers from other municipalities also encroached into the fishing zones of Dauin. And the fishers did not discriminate between the fries, juvenile fish and those big enough for catching.

Concerned with the deteriorating conditions of the fisherfolk, Dauin's local government initiated efforts to rehabilitate the corals, the natural habitat and breeding ground of marine species. Coastal communities initially balked at initiatives to establish marine sanctuaries because food was really scarce then, and they could ill afford to stop fishing in identified protected areas. The concept was foreign and negated their traditional practice of open access to the marine resources available. They simply failed to appreciate the need to protect the seas.

The goal was to get the fishing communities to set up marine protected areas and then to manage them. Second was to formulate, adopt and implement a CRMP.

### Dauin Fights Back

In 1984, with the assistance of the Silliman University Marine Laboratory and the provincial government, a community based marine protected area was established in Apo Island. By then, the scientists at Silliman University had ascertained that a square kilometer of healthy reefs could produce up to 30 tons of fish. They also developed a formula to reverse the decline of the habitats: protect 25% of the reefs. Harvest the rest with hook-and-line and other non-destructive methods, and the reefs will always stay productive and healthy.

The entire 10-kilometer stretch of Dauin's shoreline is now covered by the CRMP. Aside from Apo Island, four other coastal barangays in the mainland have functional marine protected areas with a total of 29 hectares.

Fishers now agree that their catch is more bountiful. Fish catch even outside the MPAs have increased, an apparent result of the spillover of fish which had grown big and moved to deeper waters. This has translated into increased income for the fishers.

The growth of healthy corals and diverse marine species is apparent in the marine sanctuaries. This has attracted local and foreign tourists, especially diving enthusiasts. In turn, this has enticed investors. The resorts and dive shops increased from 4 to 15. In order to earn more, government and the community initiated a user-fee system. Hence, apart from the bountiful fish catch the MPAs have also been generating income in the form of user's fees. It is estimated that an average of P400,000 is generated monthly from user's and other fees.

### Protecting the Gains

The formulation of the CRMP entailed a participatory approach to involve and empower the whole community and make them appreciate the aim of the program. Several meetings and dialogues were conducted together with all identified stakeholders to persuade them to adopt the program. The fishers were organized into associations under the principle that the primary resource users are also the rightful managers. The fishers associations were later institutionalized through a municipal ordinance,

which granted them the power to exercise management and control over the marine sanctuaries.

After convincing the initially defiant fishers that the project would not deprive them of their livelihood and source of income, the MPA was successfully established in Apo Island. The process was later replicated in the eight coastal barangays in the mainland of Dauin. A 5-year CRMP was formulated, adopted and enforced by the municipality, along with the formation of the MFARMC to enhance the CRM strategy. It is composed of members from the local government, private sector representatives and fishers.

The apprehension of illegal fishers are carried out through the collaborative efforts of the deputized Bantay Dagat (Guardian of the Seas) and the Police Environment Development Office.

### **More Than They Bargained For**

Dauin's CRM implementation is hailed and has been awarded as one of the best practices that other coastal communities within and outside the country can emulate. Dauin's marine sanctuaries have been the site for study tours conducted by other provinces and municipalities. The marine sanctuary of Apo Island was even recently replicated and made as a permanent exhibit at the Shedd Aquarium in Chicago.

Dauin's successful establishment of the MPAs is the result of a long and tedious educational campaign to enhance conservation ethics among the residents. To put an end to the cultural cycle of ecological indifference, it was crucial to elicit the support of the whole community, especially the stakeholders. To sustain the project, the community needs to be continually informed, through public hearings or community bulletins, about the improvements on the fishery and marine resources that resulted from the MPAs. Moreover, the transparent and equitable distribution of economic benefits from the MPA, especially from tourism revenues, would encourage more support for the project and ensure its sustainability.

Resistance to a social solution can be overcome once the benefits to oneself and the community become clear. If the benefit is clear and the transactions fair and transparent, support will be given. More importantly, direct participation in management as stakeholders ensures that the program will be valued and safeguarded.

### **Sharing Responsibility, Sharing the Bounty**

Coastal Zoning: Delineating Coastal Waters for Commercial and Marginal Fishermen

CONFLICT inevitably arises when two or more entities compete in the harvesting of resources in areas whose boundaries are contested. This was certainly the case for the fisherfolk of Calbayog City.

### **When the Law was Not Enough**

Calbayog City has a land area of 90,300 hectares, with a coastline of 35 kilometers and covering an approximate fishing area of 1,198 square kilometers. Fish and other fishery products are among the primary commodities of its 35 coastal barangays.

Over the years, the income of Calbayog's small fisherfolk has steadily declined. This is attributed to the presence of 800 to 1000 commercial fishers in the coastal waters of Samar who have been encroaching into municipal waters. These commercial fishers were apparently undeterred by the Philippine Fisheries Code which bans commercial fishing within 15 kilometers from municipal coastlines. To make matters worse, the city of is faced with a unique problem of having a neighbor island municipality located only 13.5 kilometers away, which inevitably brings up territorial boundary disputes.

To resolve the issues faced by his constituents, the mayor of initiated dialogues with his counterparts in the neighboring municipalities. He did the same with commercial and small fishers and other stakeholders. The dialogues resulted in the Coastal Zoning Project, which delineated boundaries of municipal waters and the establishment of a fishing highway. The project aimed to (a) strengthen seaborne patrol operations with the established communications network; (b) lessen illegal fishing occurrences; and (c) increase fish catch and income of small fishers.

### **Dialogue Filled the Gaps**

On August 22, 200, the mayors of the neighboring municipalities, commercial and marginal fisherfolk, and other stakeholders signed a Memorandum of Agreement (MOA) which established a fishing highway that is 8 kilometers wide along the coastal boundaries of the city and the concerned municipalities (Sta. Margarita, Sto. Nino, Tagapul-an and San Isidro). The MOA also called for deputization of fish wardens, strengthening of communication networks and provision of necessary facilities, as well as a Coastal Law Enforcement Code.

Coastal zoning eliminated destructive fishing methods. Moreover, the number of commercial fishers in the area also decreased from 64 to 25. And the fishers who used to work on commercial fishing boats acquired their own small fishing boats and returned to municipal fishing.

Coastal zoning also ensured the protection of fish sanctuaries because the spawning grounds were within the 8-kilometer radius. Fish stock increased, so much so that fishery effort (catch per unit effort) improved from two kilos of fish catch in five hours to two kilos in one hour. This, in turn, meant that the small fishers need not fish twice a day to feed their families. It also translated into reduced risks for them. As a result, they now also have more time left to participate in community activities and assist their wives in household chores.

### **More Time for Other Concerns**

Decreased fishing time also meant that the women found more time to participate in consultative dialogues and training as well as play a role in the enforcement of laws. As members of the community watch groups, the women also got involved in advocacy and reporting of violence against women and children in their respective barangays. The women coordinate with the Bantay Abuso Network, a gender responsive group that campaigns for the protection and promotion of women and children's rights.

With the consultations, the city government became more aware of the fishery sector's concerns and potentials. More importantly, it ensured the participation of fisherfolk in policymaking and enforcement of fishing laws. The fisherfolk's agenda crafted by the Tinambacan Fisherfolk Federation became the basis of the coastal zoning project.

The fisherfolk contributed time, effort and resources. They helped install artificial reefs and improvised floaters to ensure that there was no

encroachment in the declared fish sanctuaries. Because of the participatory approach, the fisherfolk have a strong sense of ownership of the program.

### **A Model for Samar Island**

The City Fisheries Code of Calbayog (Ordinance 2003-16-030) reinforced the MOA on coastal zoning. This ensured the program's continuity beyond the term of the mayor who initiated the project. The participatory approach, meanwhile, ensured the stakeholders' active involvement in the project.

To successfully replicate the project, any local government needs to reach out to the neighboring municipalities and persuade them through personal visits rather than simply rely on letters of invitation. A massive information dissemination campaign about the project should be undertaken and, most important of all, stakeholder involvement in the project should be ensured.

Because of the success of the coastal zoning project, Calbayog's neighboring municipalities patterned and based their fishery codes on Calbayog City's experience. Replication by other municipalities is now well underway in the whole island of Samar.

## Sense of Ownership, Source of Pride

### Misamis Occidental Aquamarine Development and Protection Program

THE people of Misamis Occidental province saw a potential disaster unfolding before their eyes: the decline of aquamarine-based products was becoming more and more evident. Overfishing and illegal fishing were putting tremendous pressure on the fragile ecological balance in the province's marine resources. If left unchecked, environmental destruction would leave the beautiful waters of Panguil Bay incapable of sustaining itself, and providing sustenance and livelihood for the coastal population. Disastrous for a community that relies heavily on the sea.

Luckily for its people, the province wasted no time in launching the Misamis Occidental Aquamarine Development and Protection Program. (MOADPP) This flagship program is a direct result of its desire to address the problems of dwindling marine resources, absence of reliable income, overfishing and destruction of the environment. The program is currently at the heart of the coastal resource management program that protects a swath of coastal area of around 167 square kilometers.

### Ecotourism to the Rescue

In order to implement the program, the province tapped the resources of both government and non-government organizations, as well as the private sector. Aside from tapping local sources, it also brought in funding from foreign sources. Among these were the Philippines-Australia Local Sustainability Program (PALS), and the Philippines-Australia Community Assistance Program (PACAP). Apart from these, the program generates its own funds through ecotourism, primarily through the Misamis Occidental Aquamarine Park (MOAP), which serves as the anchor facility. The MOAP sits on an area of approximately 200 hectares and

includes guest hotels and cottages, a mini-zoo, function restaurants, hatcheries, a mangrove reforestation area, an aquaculture area, and even a dolphin and fish rescue and rehabilitation area known as MOAPY Island.

The program also provides qualified people's organizations with capital to engage in either *tilapia* and seaweed production or banana and cassava growing as income generating activities. Materials for *tilapia* and seaweed production are directly provided by the MOAP, while planting materials for banana and cassava growing are provided by the Misamis Occidental Enterprise Research and Development Center (MOERDC)

The MOAP facilities help ensure the steady supply of fingerlings in the area especially for *tilapia* breeding which forms part of the livelihood component of the program. The provincial government and its stakeholder partners provide financial and technical assistance to ensure sustainability of the micro-enterprises.

The MOADPP adopted a multi-sectoral participatory approach involving the full spectrum of stakeholders in program planning and implementation. The process involves the participation of the provincial government, the national government, non-government organizations, the private sector, foreign funding institutions and the beneficiaries themselves. Consultations with stakeholders is a key feature. This has resulted in a high degree of empowerment and a strong sense of ownership among the stakeholders.

The program also requires beneficiaries of the livelihood assistance component to put up equity in the form of land, labor and time. They are also asked to return a certain percentage of their profits as a form of levy. The levy is in turn used to help fund the program, thus helping ensure its sustainability. This approach eliminates the doleout mentality fostered by ill-conceived grassroots development efforts. It also cultivates a greater sense of ownership of the program among the beneficiaries since they know that part of their own money is invested in it.

### Paying for Itself

The socio-economic impact of the program cannot be overemphasized. The MOAP has become one of the primary sources of livelihood and employment among the local residents. It has generated no less than 1,000 jobs and currently maintains a workforce of 100. The facility has

earned P1.9 million from restaurant operations in 2004, P430,160 from entrance fees, and P162,109 from its fish hatchery alone.

The micro-enterprise livelihood component of the program has also resulted in a notable increase of 20% in monthly family income. This was true for both coastal and non-coastal barangays. As much as 60% of families in the coastal barangays engage in *tilapia* and seaweed production, giving them an additional P800 monthly income. Meanwhile, around 50% of families in the non-coastal barangays engage in production of cassava and banana, earning an additional P800.

Apart from the income it generates, the establishment of the aquamarine park has become a source of collective pride for the province. It is a symbol that has engendered greater unity between government and constituents. It also serves as a showcase of what the province can offer in terms of tourism, providing outsiders with an alternative to the often negative image of Mindanao as a war-torn area.

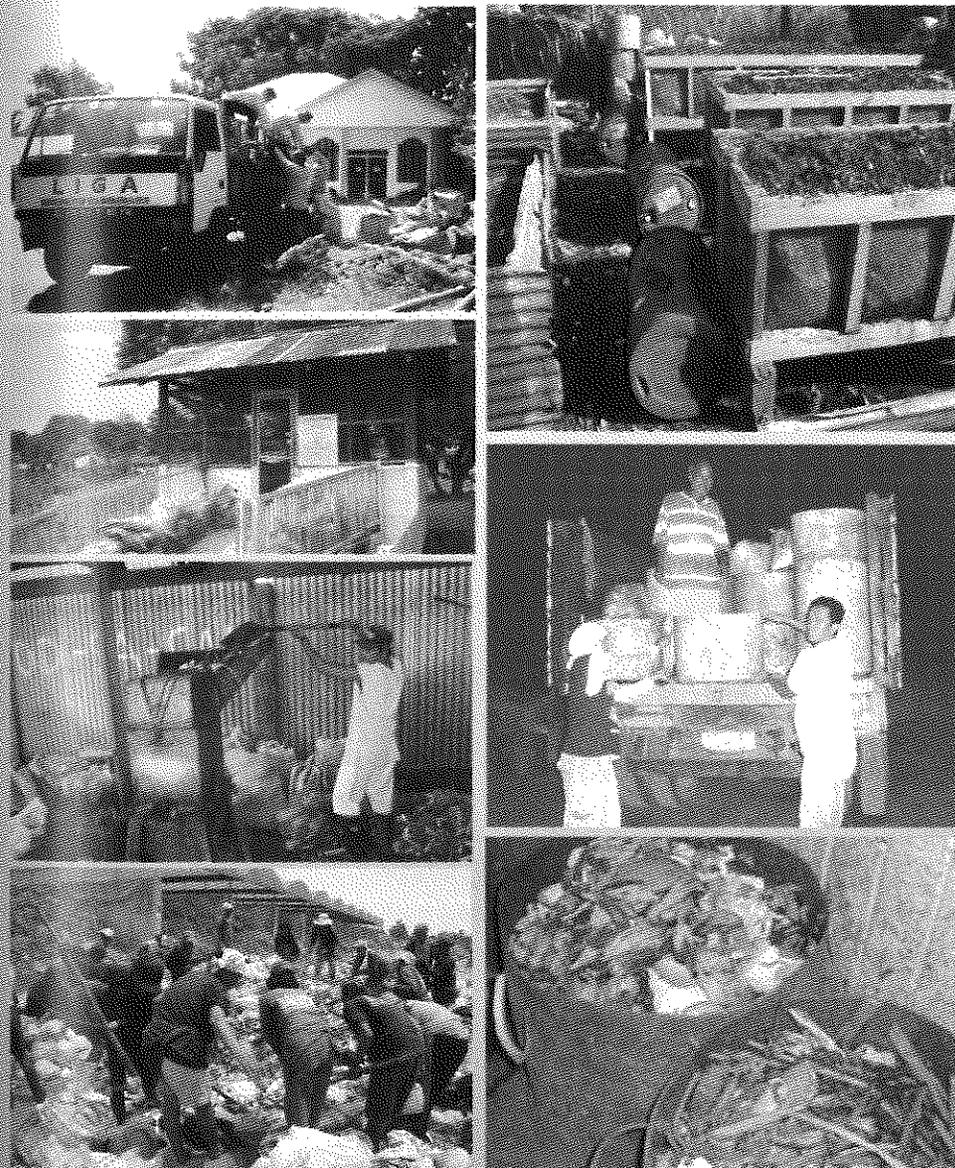
#### **Ownership Ensures Sustainability**

Stakeholder participation and ownership of the program is the key to the success of the Misamis Occidental Aquamarine Development and Protection Program. The inclusion of stakeholders as early as in the planning stage generated a high level of enthusiasm for the program. This in turn encouraged their active participation.

The provincial government believes that their experience in implementing the MOADPP can be easily replicated in other parts of the country especially since many other provinces share the same coastal characteristics as Misamis Occidental.

## **CHAPTER 5**

# **Solid Waste Management**



## For Pride and Profit

Balik Inang Kalikasan, Balik Amang Pabrika (BIKBAP)  
Program on Waste Recycling

UP until 1998, Carmona in Cavite played host to Metro Manila garbage. Every week an average of 80 to 100 truckloads of garbage was dumped into a 63-hectare land fill. Its residents suffered not only from the diseases and health hazards that came from the landfill but also from the ill repute of being the dumping ground of other people's waste.

### Metro Manila's Garbage Problem

A move to close down the landfill in 1998 brought comfort to residents. But this was short-lived. Former President Joseph Estrada promptly ordered its reopening to give way to public clamor to solve Metro Manila's garbage problem which had gotten to crisis proportions. The municipality of Carmona invested in costly but ineffective ways of managing solid waste. Indiscriminate dumping continued. There was lack of direction.

Over time, Carmona residents had grown indifferent to the sight of 80 to 100 truckloads of garbage being dumped on their community every week.

To raise people's awareness and encourage their involvement both in the planning and implementation stages of the program, a massive information campaign on garbage disposal was rolled out. The campaign focused on waste segregation from source to lessen cost. It also rallied people to support regular collection of garbage, composting of biodegradable waste, recovery and selling of recyclable material, and even to explore livelihood opportunities from waste recycling.

The local government made it a policy not to force people to comply, and instead knocked on every door. Their appeal was simple: "Let's not make Carmona Metro Manila's dumpsite." They were counting on people's pride to get them to repudiate the affront.

## The Entrepreneurial Solution

But the local officials knew they could only succeed in mobilizing support from residents if they turned garbage to gold. People would get involved and commit to a program that promised economic gain. They would have to convert the "cash from trash" idea into a reality. Thus was born "Balik Inang Kalikasan! Balik Amang Pabrikal!" (BIKBAP) Waste Recycling Program.

The program aimed to set up an effective solid waste management system which follows the basic principles of ecological waste management. It aimed to minimize the production of waste while at the same time recover possible resources from garbage. BIKBAP also sought to establish and administer the operation of a waste processing facility. Thus the Carmona Ecology Center was created.

The local government set aside P5 million for the program, a portion of which was used to establish the Carmona Ecology Center. The center has become a showcase of "good practice" in solid waste management in the country. An Organic Demo Farm helps visitors see the benefits of the program.

A BIKBAP gang was formed, comprised of volunteers from different non-government organizations, religious groups and senior citizens. They help enforce solid waste ordinances the local government has enacted, go house to house to campaign and organize eco-tours and slogan-making contests. They meet every week to plan their activities.

Barangays that are already operating materials recovery facility earn an estimated average of P2,000 a week from the sale of recyclables. These earnings are allocated to barangay eco-aides and beautification projects.

At the ecology center, production of compost out of segregated and processed garbage yields an average of 75 sacks per week. This is sold to farmers and horticulturists at P150 per sack. An average of P40,000 per month is generated from the sale and is used to finance part of the operating cost of the CEC, and of the cost of advocating the program. The center is seen as self-liquidating.

A number of residents have put up small junk shops because of the increasing volume of recyclables redeemed from the community and mostly sold by the garbage collectors themselves. They get to earn an additional P500 per week, on average, selling recyclable materials. Women are trained to recycle trash into fine craft and sell them for profit.

## Management by Consensus

Motivating Carmonians to be heavily involved in the BIKBAP program entailed careful planning of doable and realistic strategies that enhance the partnership between the local government and the community. Representatives of all sectors were all made part of the conceptualization, planning and implementation of the different environmental activities. Each community had a free hand in designing its own plans, implementation schemes and monitoring devices. Meetings and consultations were frequently conducted in barangays and schools, with religious organizations and other groups. The BIKBAP volunteers hold regular monthly meetings.

## Simplicity Ensures

The system adopted is not complicated at all. It simply calls for transferring a greater part of the responsibility of managing garbage to the generators themselves. Thus, the battle cry: "*Basura ko, pananagutan ko.*"

Segregation at source is being pushed because it is easier to manage a few kilograms of garbage in each household rather than do the segregation of tons in one place, which is labor-intensive, costly and time-inefficient. The composting facility at the Carmona Ecology Center is low-cost, low technology and modular, but producing the expected results. At the moment, it is operating on funds from the savings gained from reduced dumpsite costs and the sale of compost. These are, however, not yet enough to cover the whole operation. In time, it is expected to be self-liquidating.

Project managers project that in the next two years around 90% compliance to segregation can be achieved by deputizing the barangays to undertake the program at their level as mandated by the Environmental Waste Management Act. To guarantee sustainability of the program, the local government also plans to set up an environmental cooperative or foundation to take care of the implementation aspects of the program as well as the daily operations of the Carmona Ecology Center.

On the whole, therefore, the waste management system adopted by Carmona is highly replicable. Large investment is not needed to start the program. In fact, Carmona started out with just one composter. As the supply of segregated garbage increased, three more composters were added, one at a time.

## The Los Baños Laboratory

### Los Baños Ecological Solid Waste Management Program

SINCE 1984, twenty-two national and international agencies based in Los Baños formed the Los Baños Science Community Foundation Inc. (LBSCFI). The foundation provides technical assistance to the local government in identifying emergent issues and prioritizing strategies to mobilize community participation in addressing relevant and pressing issues. In 1992, LBSCFI created three technical working groups to formulate strategies related to education, environment and livelihood, and sustain the Los Baños Ecological Solid Waste Management Program.

#### Multi-sectoral, Multi-disciplinary

Los Baños generates about 33 to 35 metric tons daily of solid waste from approximately 82,000 residents, 2,766 commercial establishments and more than 50 government and non-government institutions. These mixed wastes were indiscriminately dumped on less than one hectare of land near the Boy Scouts of the Philippines Jamboree Camp at Barangay Timugan. This practice of dumping unsegregated solid waste had become the most serious problem for the constituents of Los Baños. The smoke and obnoxious odor coming from methane gas and the continuous burning of plastic products posed health hazards to people in Timugan and the surrounding barangays of Anos, Lalakay and Malinta. Flies and rats abounded at the dumpsite directly affecting households adjacent to the area.

As the center for research and development in the country, Los Baños was in a position to develop appropriate technologies and provide the most effective solution to its garbage problem. The goal was to develop the existing dumpsite into a model ecological waste processing center,

where biodegradable and non-biodegradable waste would be converted into marketable products.

In 2004 earnest pursuit of this goal started. Multi-sectoral participation was encouraged in the planning, implementation and monitoring of the solid waste management program. A massive information, education and communications campaign was launched using media (television, print, radio and InterNet) and house-to-house calls. The campaign also sought to mobilize schools by including environmental issues in the curricula at all levels.

#### Recycled Recycling Equipment

Waste generators were grouped into sectors. Each concerned sector was assisted to form an association accredited by the local government. These associations were requested to come up with their own solid waste management plan, which had to include waste characterization, recording the volume of each type of waste for monitoring purposes and composting on site. The dumpsite was converted into an Ecological Waste Management Center to process recyclable materials. A pressing machine for cans and plastics was built from scratch, using steel salvaged from the dismantled Calamba Bridge and junked trucks. Recyclable plastic was formed into chairs and distributed to schools; biodegradable waste was composted and made available to farmers.

The program was backed by municipal ordinances that imposed fines on violations. To enforce these ordinances, selected community members were deputized as volunteer enforcers. To date, there are 103 deputized volunteer enforcers covering the 14 barangays of Los Baños.

Recognition and award mechanisms helped boost the program. One of these is the promotion of Green Business where best solid waste management practices were recognized. There were also other awards handed out by the Pollution Control Association of the Philippines, where Los Baños got the "Category 2: Success Story Award". Los Baños was also selected as Wellness Capital of the Philippines in 2005.

#### Mainstreaming the Program

Some indicators of achievement that serve as milestones for program success are the following:

- a. The formulation of a 10-year Los Baños Ecological Solid Waste Management Plan (LBESWMP, 2005-2014);

b. Mechanisms installed and enabled to implement fully the 10-year LBESWMP;

c. Improvements made on the Los Baños Ecological Waste Processing Center;

d. Passage and enforcement of solid waste management ordinances and regulations;

e. Formation of the Municipal Solid Waste Management Board and the Barangay Ecological Solid Waste Management Committee; and

(f) Formation of Task Force Kalinisan, and deputization of volunteer enforcers.

Scaling up and mainstreaming of the program experience has been undertaken through the chief executive's active participation in the League of Municipalities of the Philippines Solid Waste Management Committee. Other mayors are able to learn from the Los Baños experience through sharing workshops and dialogues organized by the league. Local government officials from Antipolo City, Calaca, Lipa City, Tanauan, and Gen. Mariano Alvarez, among others, have visited the Ecological Waste Processing Center.

## Too Much Garbage? Build a Park

Ecological Solid Waste Management Program (2002-2012)

IN the annual nationwide competition for the cleanest and greenest municipalities, Sta. Barbara in Iloilo jumped from 27<sup>th</sup> spot to 8<sup>th</sup> in 2001. Now it is 2<sup>nd</sup> in the district. The local chief executive loves to say that what had been his biggest headache when he assumed office in 2000 has turned out to be his greatest achievement.

### Public Market Threatens Public Health

For about two decades, residents of Sulbod Street in Sta. Barbara had to contend with the stench of garbage dumped in a vacant lot just behind the town's public market. Animal offal, decomposing vegetables, plastic and other refuse went to this 700 square meter lot everyday. Nearby residents gagged at the unpleasant smell which often drifted all the way to their homes. The health and well-being of some 5,000 residents and market vendors near the dumpsite were under immediate and constant threat from the foul odor and pollutants. Health problems like coughing and gastroenteritis were often attributed to the trash.

Contamination of the local water supply—an artesian well providing water for drinking and domestic use to some 200 households—was a major cause for concern. In a larger context, the health of the 46,076 residents of Sta. Barbara, 11,519 of whom live in the town center, was affected by the ill-effect of the growing volume of solid waste in the municipality.

The previous administration had thought of putting up a landfill and was able to secure a P30 million loan for this. However, residents near the proposed landfill site resisted the idea, fearing a similar fate to that of the Payatas tragedy, which killed a number of people living around the dumpsite.

## Political Will, Economic Way

Upon his assumption of office, the current local chief executive prioritized solid waste management for the whole municipality in his agenda. He issued an executive order creating the Municipal Solid Waste Management Council and set aside funds for its operation. He also pushed for the immediate passage of the Ecological Solid Waste Management Program that sets, among other things, the legal basis for project implementation. The municipal council then passed a 10-year ecological solid waste management program which outlines the program's objectives, goals and strategies. It is also in the process of passing the proposed Comprehensive Solid Waste Management Program of the municipality. The ordinance would guide, control and regulate generation, storage, collection, transport and disposal of solid waste within the town and promote an orderly and sanitary system within the community.

Taking into account the projected waste generation, the municipality took a bold step to produce a "win-win" solution. It negotiated with the people in Daga, the proposed site for the new dumpsite, and managed to convince them about the concept of putting up an "ecological park" in the area.

The 2.4-hectare Ecological Park houses a nursery, a seminar area, a recycling area, fruit tree plantation and vegetable garden. The dump is reserved for commercial market refuse equivalent to 50 sacks on Tuesdays (*tabo*/market day) and 20 sacks on other days. The refuse is fed to a shredder before being taken to the dump. The non-biodegradable wastes are segregated and stored in the materials recovery facility (MRF) and later sold to junk shops. Bags of compost or organic fertilizer produced at the Ecological Park are given to residents who request for them, providing residents with cheap and sustainable source of fertilizer.

The old dump along Sulbod Street was transformed into a community vegetable garden. The mounds of garbage are gone. In their place are rows of camote, okra, eggplant and corn. Fishponds are being readied for catfish raising.

In time, the policy of "no segregation, no collection" adopted by the program began to bear fruit. Market vendors and residents have learned to segregate waste, otherwise they risk not having it collected. Knowledge that failure to comply with the policy entails penalties that vary from paying a fine to doing community service has also forced them

to leave behind their old, environmentally harmful practices. Households are asked to take care of their garbage because the dump is reserved for commercial and market refuse.

## Paying for Itself

Sta. Barbara's solid waste management practice is simple and low-cost. The municipality did not dole out a large sum of money to get the program started and maintain its operation. The bulk of expenses went to trainings and seminars for barangay officials and other people involved in information dissemination. Instead of hiring new workers, the municipality merely assigned additional tasks to the sanitary inspectors. The town did not hire additional casuals to do the segregating and collecting of garbage. The vendors themselves were assigned to this task. The truck owned by the local Liga ng mga Barangay was used for transporting garbage.

Waste segregation, which is a vital component of the program, has been easily replicated in 8 barangays. The Department of Education has also replicated the segregation of waste in all its 28 schools in Sta. Barbara. The municipality has opened its doors for other communities from nearby towns and provinces to visit and learn from the program. The solid waste management program will be replicated in all of the town's 60 barangays before 2012.

## Rule of Law Saves a Town

BALAK (Basura Atras, Linamon Abante sa Kalamboan)  
Integrated Solid Waste Management (ISWM) Program

A DIRTY and smelly municipality. A garbage dump. That is how people described the municipality of Linamon, Lanao del Norte. Then, in 2001, a locally-initiated solid waste management program was seriously begun. It was dubbed "Basura Atras, Linamon Abante sa Kalamboan" or BALAK. Turning garbage into gold became the goal of the local government.

### Drowning in Garbage

Back then, the indiscriminate dumping of garbage in canals and vacant lots was the rule rather than the exception. Garbage collection was disorganized and unsystematic. No one seemed to be in charge. The open dump site was only half a hectare of land, which was inappropriately located adjacent to the public high school. This exposed the 500 school children and school staff to air pollution and other health hazards.

While sanitation ordinances existed, the violators and offenders were indifferent because of infrequent and inconsistent enforcement of fines and penalties. For instance, the sidewalk vendors, peddlers as well as public market stallholders dumped their garbage in the streets and canals. Traffic congestion around the public market made garbage collection difficult.

Pollution was so grave that it was also causing coastal resource degradation. Unsanitary disposal of human and household waste in the beaches and coastal waters were causing the depletion of mangroves in the coastal barangays. The washout of uncollected garbage into the rivers and coastal zones also led to a decline in productivity of the municipal waters. This, of course, also affected tourism; the 14 public and private beach resorts reported declining tourist arrivals.

### Government Takes Action

BALAK aimed to (a) guide, control and regulate the generation, storage, collection, transport and disposal of solid waste within the locality and promote an orderly and sanitary system; (b) enhance the total environment of the community through control and mitigation of negative environment impacts of solid waste; (c) promote and protect the health, safety, peace, convenience and general welfare of the inhabitants of the municipality; and (d) minimize generation of solid waste and maximize possible resource recovery, recycling and utilization.

### Strategy

The program employed the following strategies:

- a. Enhance the technical and program management capability to advocate and implement integrated solid waste management (ISWM) program;
- b. Mobilize and maintain a broad-based and active community support and participation;
- c. Establish and maintain the appropriate engineering and physical facilities for ISWM; and
- d. Streamline the ISWM policies and strengthen the mechanisms and processes of policy enforcement.

A multi-pronged action program was also undertaken to solve the inter-related problems of traffic congestion in the central business district, inefficient operation of the public market, and efficient garbage collection. A traffic rerouting scheme with segregated parking and loading zones for public transport vehicles was established. There was also strict enforcement of the transport vehicles trashcan requirement. The program also entailed the demolition of illegal sidewalk market stalls and strict prohibition of sidewalk and itinerant vending around the market area. Garbage collection also became regular.

### The People Weigh In

With BALAK in place, all the business establishments and all households now practice waste segregation at source and at least 70% of households now practice backyard composting. This has reduced the volume of garbage from an estimated 2,700 metric tons per year (at an average per capita of .05 kilogram) to only 1,150 metric tons. The widespread practice of garbage segregation at source also facilitated

the proper disposal of waste that produce noxious fumes and other pollution.

The reduced load on the temporary dumpsite and the proper disposal of polluting waste has reduced the health hazards to the school children and personnel of the adjoining public school. A new sanitary landfill was also identified and the sangguniang bayan has approved its purchase. The new site will be developed as a recyclable recovery center with facilities for compost fertilizer production.

Garbage collection efficiency has dramatically increased, traffic flow is now smooth and much safer in the central business district, and general cleanliness and sanitation is maintained in this critical zone. Moreover, garbage collection revenues have doubled.

In addition, the number of houses with no toilet facilities drastically decreased from roughly 1,000 in 1995 to 0% in Barangay Mogong and less than 50 in the four other coastal barangays,

The Bantay Dagat teams strictly enforce the prohibition of defecation in beaches and disposal of feces in the coastal waters. A mangrove replanting program has also been put in place. The fisherfolk in barangays Larapan and Napo have been organized and are now practicing proper coastal resource management and now have engaged in crab culture as an alternative or supplementary livelihood activity.

### **Ripple Effects**

The Coastal Resource Management Program (CRMP) significantly contributed to cleaner beaches and coastal waters and thus helped increase the income of fishing households and operators of beach resorts and their workers. The 130 households engaged in full-time artisanal fishing are now enjoying an estimated 10% increase in catch volumes and income from the average total daily production. If this increased production is maintained, fishing households are expected to realize a P1,875 increase in their annual gross income to reach a total of P20,625. Loss of patronage of the beach resorts due to increasing human fecal pollution of beaches and coastal waters was also averted.

Indiscriminate dumping of garbage in the streets and canals and in vacant lots was a frequent cause of quarrels among neighbors and between law enforcers and offenders. The elimination of this practice removed one common source of conflict.

## **How to Grow an ICM Program**

Kontra-Kalat sa Dagat (KKD)

BEFORE the Kontra Kalat sa Dagat (KKD) project was initiated in 1999, Bataan's problem was how to protect its extensive marine and coastal resources. Lack of awareness on the proper management and control of coastal resources, lack of proper waste management, and deficient waste management system of the coastal communities had resulted in an alarmingly increasing pollution of the Bataan-Manila Bay coastlines that was threatening both livelihood and health of the residents of the coastal communities of Bataan. The fact that previous attempts in coastal management were largely sectoral and tended to duplicate, if not contradict, each other, only compounded the problem.

### **Success Begets Success**

The first KKD project was basically a clean-up and awareness raising campaign covering the towns of Limay, Orion and Mariveles. But KKD became an event that showcased the potential of establishing a partnership between the local government of Bataan and the province's business community to address issues and concerns affecting the coastal areas of the province. The activity was so successful that by December 1999, a team from the Global Environment Facility/United Nations Development Programme/International Maritime Organization (GEF/UNDP/IMO) regional program on Participation in Environmental Management for the Seas of East Asia (PEMSEA) evaluated the possibility of funding the implementation of integrated coastal management (ICM) in the province.

By February 2000, a memorandum of agreement was signed between the Bataan provincial government, the Bataan business

community and the UNDP/IMO-PEMSEA for the establishment and implementation of the Bataan Integrated Coastal Management Program (BICMP).

To implement the BICMP, a project coordinating committee (PCC) composed of representatives from the different stakeholders in the province was formed to act as the highest decision-making body. Also, a project management office (PMO) under the Office of the Governor was established to handle the day-to-day activities of the ICM project.

To add stability to the program, the business community organized itself and became the Bataan Coastal Care Foundation, Inc. (BCCFI) to help facilitate funding for the project. In addition, municipality-based structures for the conduct of KKD have been set up through the local governments and civil society groups. The PMO serves as the conduit between the provincial government and the business community.

### **From Reactive Tactic to Proactive Strategy**

The biggest mark that KKD has made on coastal resource protection, conservation and rehabilitation is catalyzing the development of the Bataan Coastal Strategy (BCS) which spells out the comprehensive environmental framework to be adopted by the province for its marine and coastal resources. With the KKD as the primary education and awareness raising activity, it became easy for the Bigay Galing sa Kalikasan ng Bataan (BIGKIS-Bataan) ICM program to conduct municipal consultations and workshops that resulted in the Bataan Coastal Strategy.

By the end of 2001, the KKD project had been adopted as a regular undertaking by eleven municipalities and one city in Bataan involving 59,000 participants and volunteers for its clean-up and awareness raising activities. Mariveles has formed a multi-sectoral organization called Bantay Kalikasan, while Balanga has consolidated its environmental management projects and has taken steps to institutionalize coastal resources management programs.

As a result of the KKD operations, red tide cases in Bataan have gone down, resulting in increased income to fisherfolk engaged in mussel and oyster farming. It has also meant lesser expenses for medicines and health services since the hazards posed by pollution and the resulting red tide had been reduced. The regular clean-up also helped unclog waterways, thus reducing the risk of contamination of water supply for drinking and domestic purposes.

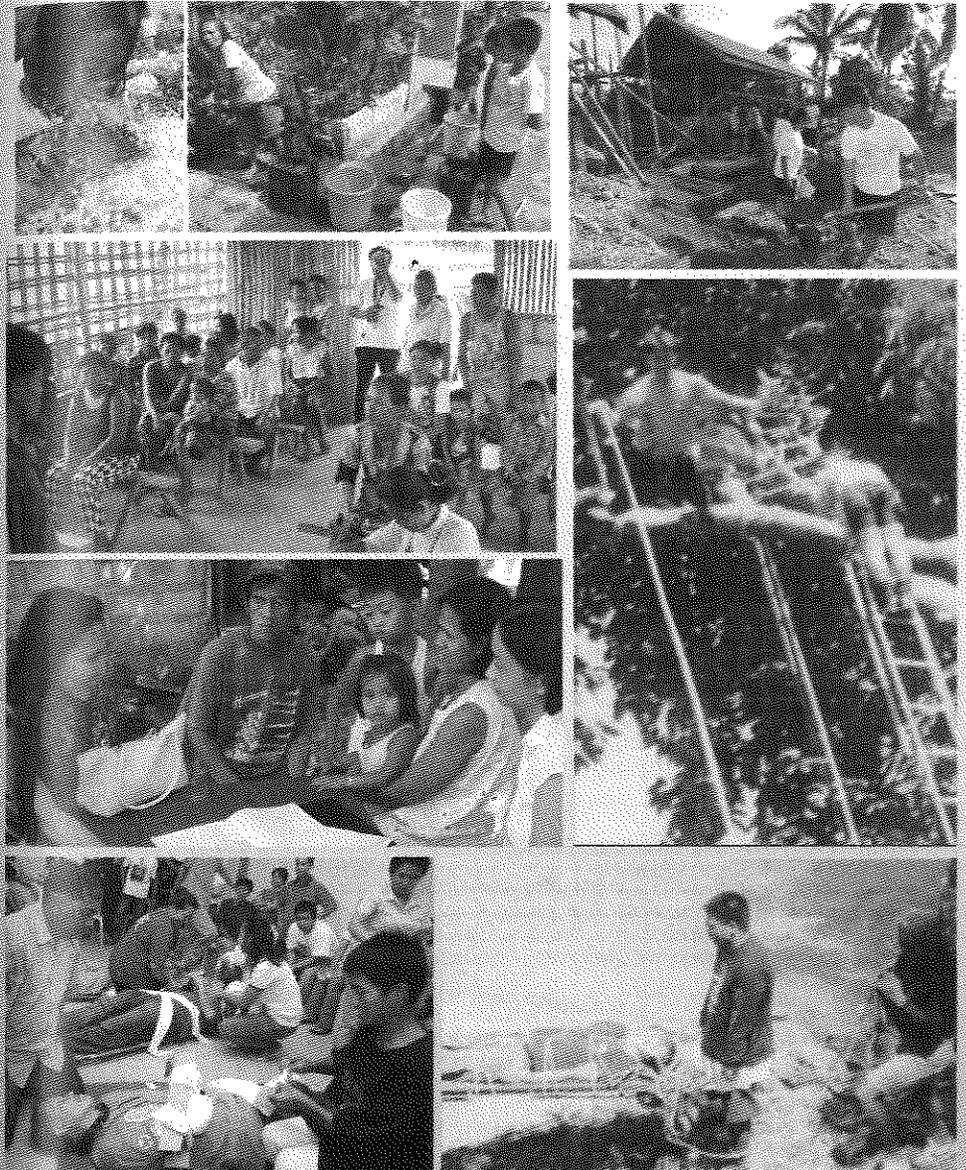
### **Sharing Success**

The UNDP/IMO/PEMSEA declared Bataan as its first successful showcase of public-private partnership in integrated coastal management.

The KKD project as a whole is easily replicable even if it has been part of a larger, integrated coastal management program. The fact that eleven municipalities and one city have adopted the same strategy shows not only its replicability but also its simplicity and flexibility. In fact, some municipalities have complemented the KKD with other activities such as instituting a community based solid waste management system, tree planting, and mangrove rehabilitation. Replicability is also facilitated because the PMO has extensively documented the KKD activities in the province.

## CHAPTER 6

# Efficiency in Social Service Delivery



## More Than a Program, a Crusade

CRUSADA – Crusade Against Drug Abuse

THERE is often apathy towards drug abuse, and it may be an attitude arising from lack of awareness. Or, since the problem has persisted for years, it may be a form of resignation. But Muntinlupa City would not countenance giving up.

### Abuse and Apathy

The extent of Muntinlupa City's drug problem is reflected in the 2001 statistics: 232 users and 118 pushers arrested, 209 grams of *shabu* confiscated, and 296 cases filed.

And that is just the tip of the iceberg.

Adding to the problem was general public apathy. In workplaces, drug abuse was tolerated. In schools, minors were vulnerable to pushers and to peer pressure. Some parents of drug dependents were in a state of denial.

### Goal and Approach

City Mayor Jaime R. Fresnedi wanted Muntinlupa to be drug-free by year 2010, so in 2002 he launched an anti-illegal drugs campaign he called Crusada. Since the city lacked a more stable law enforcement and advocacy office to lead the anti-drug campaign, the city council passed an ordinance creating the Drug Abuse Prevention and Control Office (DAPCO) to become the implementer of the campaign.

The campaign's approach is holistic. It covers education and information, laboratory testing (including random drug testing of city government employees), treatment and rehabilitation, and enforcement. Areas of operation are the communities, schools and workplaces.

## **With Billboards and Cellphones**

On general education and information, drug prevention seminars are conducted in various communities to create awareness among family members of the adverse effects of drug abuse. In schools, the "Barkada Kontra Droga" project is implemented. Once the school is identified as drug-free, a billboard is posted with the message: "This is a drug-free school." Workplaces, both private and public, are encouraged to formulate and implement anti-drug policies. Similarly, once a workplace is identified as drug-free a billboard is posted with this message: "This is a drug-free workplace; let's keep it that way."

DAPCO organizes volunteers to establish and maintain a local intelligence network. Involved in this operation are the barangay and Sangguniang Kabataan officials, homeowners' associations, non-government organizations, and the private sector.

One of the effective tools DAPCO has used to identify suspected drug abusers and pushers is sending text messages through the mobile phone. When a citizen sends a message about drug related activities, it is answered with a standard reply, and immediately action is taken. Anonymity of the sender and confidentiality of information are insured. People are encouraged to send information if they know that action is done and justice is served without them being implicated.

The number of text informants grew 24 times in 2003 from only 19 in 2002. Based on information through text messages, DAPCO conducted 106 operations, made 166 arrests and filed 250 cases.

The city has a referral program for treatment and rehabilitation of drug dependents who are voluntarily submitted by their parents, spouses, or guardians. They are sent to institutions that can best provide the appropriate services.

In a random drug testing in the vice mayor's office, six staff members tested positive. Two of them denied using drugs and refused to undergo rehabilitation. The four underwent rehabilitation, with the promise that they could get their jobs back if they successfully finished the course.

## **Treatment Facilities**

The city has its own treatment facility, the Muntinlupa Renewal Home (MRH), but it is only partially operational now. It has a maximum capacity for 15 patients. Those who cannot be accommodated at the Renewal MRH are referred to treatment and rehabilitation centers in Bicutan,

Tagaytay, Christian Care, the National Mental Hospital and the Philippine General Hospital.

Rehabilitation costs at the MRH are not free but subsidized. This is to dispel any tendency of the client's family to be dependent again. The barangay where a client resides shoulders the cost of drug tests (five times a month at P120 to P250 per test), entertainment allowance (P50 per day) twice a week, and physical activities (also P50 per day) twice a week. The MRH pays for the workbook and transportation. The vice mayor's office pays for the accommodation.

The city also maintains the Muntinlupa Drug Testing Laboratory. It is accredited with the Department of Health (DOH). The income it generates is used for the operation of the MRH and for buy-bust operations of the Drug Enforcement Unit of DAPCO.

DAPCO cooperates and coordinates with other agencies, such as the DOH, Department of Education, Department of the Interior and Local Government, the Philippine National Police, and the National Bureau of Investigation. Its Drug Enforcement Division, codenamed Task Force Kidlat, focuses on such operations as monitoring, surveillance, buy-bust and others.

## **All Sectors on Deck**

As a result of the campaign there has been increased awareness among the community residents, especially the youth, of drug presence and its ill effects. Yearly, there has been an increase in the number of drug dependents submitting themselves for treatment and rehabilitation. Subsequently, there has been a decline in the number of new or additional drug dependents and pushers. The community has become active in reporting illegal drug activities. Residents themselves conduct road patrols to monitor illegal drug activities and help maintain peace and order.

Requests from homeowners' associations for DAPCO to conduct awareness campaigns in their areas have become more frequent. Religious leaders have also become active in discouraging use of illegal drugs, and in denouncing the same during masses and other religious activities. There is a growing confidence among business establishments to maintain their investments and operations. Proof that the mayor's Crusada is winning the battle against drugs.

## A Sturdy Program, Like the Molave

Molave Youth Home

THERE is a growing global concern today about the plight of youth who have, in one way or another, come into conflict with the law. In many countries, these minors are detained along with adult offenders and even hardened criminals, placing them in a dangerous environment.

### Minors in Jail, a Major Problem

In most of our cities and provinces there are no separate detention facilities for minors. In a recent movie documentary titled "Bunso", a jail in Cebu City was featured where small boys detained for petty theft were mixed with adult offenders.

Back in 1973, concern about the detention and rehabilitation of youth offenders pushed the Quezon City Council, through the initiative of Judge Leonor Ines Luciano of the Juvenile and Domestic Relations Court (JDRC), to pass legislation (Resolution 9789) providing for a facility for youth offenders. The city government constructed a house within the City Hall compound to provide temporary care and custody for Quezon City youth-in-conflict-with-the-law. The facility was named the Molave Youth Home.

The facility was initially under the direct supervision of the Juvenile and Domestic Relations Court. It was turned over to the city in 1983 when the JDRC was merged with the Regional Trial Court. The facility and the rehabilitation program are now run by the city's Social Services Development Department, the Bureau of Jail Management and Penology (BJMP), and the Department of Education. DepEd provides education to the detainees, while non-government organizations provide learning materials, sports and other activities.

### Sociologists, Not Jailers

Beyond detention the Molave Youth Home seeks to provide youth detainees with a "second home" atmosphere to help them regain their self-respect and sense of self-worth while safeguarding their rights as human beings. Instead of jailers, social workers take the lead in case management. The city considers it a social service institution rather than a criminal detention facility, dealing not only with the youth offenders but also with the parents of the youth in custody.

Mindful of the role played by the breakdown of traditional support groups like the family, Molave Youth Home encourages the participation and commitment of parents through programs like Parent Effectiveness Seminars. This program is aimed at improving interpersonal relations within the family while emphasizing parental responsibility in providing primary guidance and care for their children. Addressing emotional, psychological and spiritual needs of children is also stressed.

Molave Youth Home has adopted the "Therapeutic Community Modality" in rehabilitating minors. This modality is designed to help individuals and groups channel their energies towards more constructive and productive avenues through self-help and peer group dynamics. Inside the Molave Youth Home, residents themselves do the planning and implementation of their daily activities with the close monitoring and supervision of the staff. Minors learn the value of responsibility, trust, respect, honesty, cooperation, participation and commitment.

The facility's youth residents are also encouraged to raise their issues and concerns. They themselves work out these issues in the daily morning meetings which they attend alongside social workers, BJMP personnel and other concerned staff.

Assigned the lead role in the rehabilitation program, social workers do the necessary coordination of the collaboration among various disciplines and sectors. This ensures that all efforts are geared towards ensuring the young persons' welfare and effective social functioning.

### Civil Society Weighs In

Community participation is a key feature in the implementation of the facility's program. While run and funded primarily by the city government, the Molave Youth Home receives support and assistance from government, non-government organizations and socio-civic groups. Several community based organizations are actively involved.

The Rotary Club of Diliman supports the livelihood program by providing materials for training on soft trade industries and crafts. These trainings provide Molave residents with opportunities to develop skills for earning a living when they go back to their respective communities. The Albert Schweitzer Association of the Philippines helps out with the medical needs and provides legal assistance to the minors. Religious groups like the Daughters of Mary Immaculate, the Claretian Missionaries, the Xavierian Missionaries, and Youth for Christ, regularly provide formal and non-formal spiritual and values formation activities. The barangay officials and offices in Quezon City, on the other hand, help in the after-care program by monitoring and supervising activities of released minors in their communities.

### **Model Modality**

The Molave Youth Home has been in existence for over 30 years. This fact alone is testament to the validity of its organizational model and the modality and approach to rehabilitation that it has adopted and implemented. Its approach to youth detention service, which puts emphasis on rehabilitation and assistance for emotional health and growth, brings significant changes in the personality, character and lives of youth-in-conflict-with-the-law. Based on feedback from other coordinating agencies like the National Training School for Boys and the Albert Schweitzer Association of the Philippines, Molave Youth Home wards can be easily identified from detainees referred by other agencies because they are disciplined, well-behaved and courteous. Even personnel from human rights organizations who frequently visit the facility have expressed their admiration for the Home, how it is maintained, and how rehabilitative programs are effectively implemented.

This effective implementation of its rehabilitation program has earned the Molave Youth Home broad recognition from many sectors.

In 2004 the Department of Health gave the Molave Youth Home an award for being the second most outstanding detention center for high marks in the Health Promotion and Health Process indicators.

The Molave Youth Home experience is currently being used by universities in Metro Manila as a social laboratory for their students in sociology, social work, psychology and urban issues and concerns.

Apart from this, the Molave Youth Home serves as a showcase both of the Quezon City government and the Philippines to local and foreign

visitors interested in seeing an exemplary youth facility for youth-in-conflict-with-the-law. It also serves as a model operation for other similar service units in other provinces. They cite the Molave Youth Home when advocating or lobbying with their leaders to put up similar facilities in their respective local government units. The Cebu Youth Detention Center, established in 2002, was patterned after the Molave Youth Home.

## They Used to Have a Handicap

Empowerment of Persons with Disability in Nueva Vizcaya

PERSONS with disability (PWD) tend to keep to themselves and stay away from people. They suffer from social discrimination, which reinforces their already low self-esteem. But a caring local government changed all that for the more than 5,000 PWDs in Nueva Vizcaya.

### Not Alms But Dignity

In the 1990s, an increasing number of Nueva Vizcaya's more than 5,000 PWDs were noticed to be either soliciting money or roaming the streets to beg for alms. A survey showed that most of them were uneducated, obless, and poor, earning a mere P800 a month, if at all. They did not have access to basic social services, and were in poor health.

The action taken by the provincial government was to organize and accredit the Provincial Federation of PWDs of Nueva Vizcaya. The ultimate goal is to turn the federation into a self-help and self-sustaining organization, which can be the partner of local government in implementing self-sufficiency programs and other local development undertakings. With the federation PWDs would be offered the opportunities and means to live a life of dignity, notwithstanding their disability, and become productive members of society.

Organizing is a continuing process. Of the more than 5,000 PWDs in the province's 15 municipalities, only 1,808 came out in the open to become federation members. For those who have already joined, some success have already been made and are being enjoyed.

### Teaching How to Fish

Mendicancy and dependence have given way to self-sufficiency and independence. Livelihood enterprises have been established by many

members and are now giving them more employment and income opportunities. Federation members have taken over many odd jobs at the Provincial Capitol, such as janitorial services and maintenance of buildings and grounds. They operate the Waste Redemption Center, collect waste paper and recyclable materials from the offices, thus reducing the garbage problem, and contributing to the maintenance of a clean and healthy environment.

In the Capitol Park, the lagoon canteen, boating, wishing well and biking facilities were turned over to the federation. The lagoon itself is seeded with *tilapia* fingerlings every year by the members. They sell the fish harvest raw or cooked. The federation also manages the new canteen-restaurant constructed at the Capitol Park. In addition, they have a tailoring and dress shop, run a massage parlor and other enterprises. The federation employs 26 personnel with an average income of P1,500 a month, plus free meals, snacks and lodging. At present the federation operates on a revolving capital of more than half a million pesos. With the progress of its canteen, restaurant, shops and other economic enterprises, capitalization will eventually increase, enabling the creation of more jobs.

By co-managing projects at the Provincial Capitol, the federation has helped the provincial government save on public funds. Since they earn from their businesses, they do the janitorial and maintenance services as volunteers.

### An Inspiration for All

The PWDs of Nueva Vizcaya serve as a living example of self-reliance and industry. In the past, they were served because of their disability. Now they serve the community because of their special abilities. They are no longer mendicants at the fringes of society, but productive members and entrepreneurs.

The program, though, still needs to reach out to other PWDs. But with the federation going strong, more PWDs will surely come into its fold.

## Rebuilt and Flowing

### Barangay Waterworks System

BARANGAY Tabok in Mandaue City has a successful community based and managed water system. Started in 1981, the Tabok Rural Waterworks System was constructed and established to provide an adequate source of cheap potable water to the residents, especially the urban poor and the indigents. The breakdown of one of its pumps brought on a crisis.

#### Barangay to the Rescue

The waterworks system of Barangay Tabok consisted of two units of deepwell submersible pumps. When one of the two pumps broke down in 1993 severe shortage was felt by the barangay because there was no other water facility serving the area. Since the water rates were minimal, the earnings was enough only for maintenance, electricity and related expenses. There was thus barely any money to repair and rehabilitate the pump that broke down. Residents endured the shortage for two years.

In the middle of 1995 the barangay intervened to resolve the crisis. Through a Memorandum of Agreement the barangay and the private managers committed to rehabilitate the pumps, expand the services being provided by the waterworks through the construction of another pump, and finance priority barangay projects out of the proceeds from the water system. A comprehensive program was drawn up and implemented.

#### Rehabilitation and More

Repair of the broken pump and the acquisition of another brought back adequate water supply to Barangay Tabok. In addition to the

three pumps, artesian wells were installed in depressed areas where residents could not afford to pay even the minimal water charge. An influx of immigrants wishing to avail themselves of the cheap potable water caused a sharp increase in population (from 7,323 in 1995 to 10,961 in 2000).

Centralized control of the water service helped to ensure that the aquifers of the community would not be depleted due to indiscriminate digging of artesian wells. At the same time, deliberate efforts to prevent sea water from contaminating the community's aquifers were done through tree planting.

Due to the centralized system the quality of water is protected, and in turn the health of the residents. Centralizing the system also ensured sufficient supply of water for the residents. Especially benefited were the mothers who now have more time for other productive ventures. As housekeepers, women are the most inconvenienced by absence, or insufficient supply, of water.

The rehabilitated water system also served as a catalyst to spur further development in the barangay. Through the profits of the water system a high school makeshift building was constructed, as well as 12 makeshift classrooms. A temporary day care center was also erected. Street lighting of the barangay was also funded from proceeds of the water system.

Through the establishment of a non-stock, non-profit corporation composed of the residents and barangay officials, a lot of bureaucratic red tape usually associated with infrastructure development was eliminated. The waterworks management is now able to respond immediately to both minor and major repairs.

A particularly significant strength is the fact that the project was able to unite the community and make every resident responsible and accountable for the success of the system. In addition to the impact on health, positive impact on peace and order has also been reaped and recognized.

#### Benefits are Flowing

The community based approach adopted by the first managers of the waterworks program was also adopted by the new managers to ensure adequate level of participation by the residents in the management of the waterworks system.

With cooperation from the community the management was able to sustain the aim of providing cheap yet quality potable water to the residents. Management adopted socialized pricing whereby the consumption of the poorer residents is subsidized by those who can afford to pay. At the same time, residents were made aware that what they paid for water service would also fund other projects of the community. Thus, the slogan, "The more you consume, the more you pay; the more you gain!" became the guiding principle. Under this set-up, there is subsidy on one hand, yet profits are still generated with which to fund other projects targeted.

The operation of the waterworks was thus able to accumulate profits to fund other projects. Management is also able to set aside sufficient cash reserves, or buffer fund, to avert another crisis in the future.

### **Management**

Until 1994 the waterworks system was operated by the unregistered association of residents with the barangay officials acting as plain advisers. When in 1995 the barangay intervened to resolve the water crisis, the Tabok Rural Waterworks System was formalized into a non-stock, non-profit organization. It is managed by a Board of Trustees composed of four barangay councilmen appointed with the concurrence of the whole barangay council, and four members elected from among the residents. The barangay captain is the chief executive officer and chair of the Board of Trustees.

### **Replicability**

The managers of Tabok Rural Waterworks System believe that what they have pioneered in their area is easily replicable in other barangays. Its procedures are simple enough. Its approach is local government-community partnership.

The water system of Barangay Tabok has been visited by 65 barangay captains, town officials and municipal councilors from Dagami, Leyte, for orientation on its operation and procedures. The barangay captain has served as a resource person in Balanga City, Bataan.

### **Bonus**

One of the best practices of the Tabok Rural Waterworks System is its adoption of the community based approach in managing the enterprise.

It has demonstrated that sincere collaboration between the local officials and the residents can work wonderfully. It was able to inspire unity and harmony among the community members. Moreover, as a community based and managed enterprise, it was able to implement measures that protect the natural resources of the community, specifically its aquifers.

The impact on health came from the availability and quality of water supply. But the impact on peace and order came from the unity and cooperation that was generated. This is confirmed by the award given to the Lupong Tagapamayapa of Tabok as the "Most Outstanding Lupong Tagapamayapa" in the whole of Region VII for two consecutive years. The rebuilding of the waterworks brought about peace in Barangay Tabok.

## Beyond Building Classrooms

Joint Systems Improvement in Education Project (Project JOSIE)

THE province of Bulacan has undertaken a massive program for improving basic education. This initiative and its initial success shows that educational reform must go beyond building classrooms and providing textbooks. Above all, it must focus on teacher and pupil competencies. And the challenge would have to be embraced by parents and by the whole community.

### From Nuts to NEAT

In the National Education Achievement Test (NEAT) in 1999, elementary school children of Bulacan only achieved an average of 40.23% in English and 39.4% in Mathematics. These scores were way below the national average, and passing grade. This low performance worried parents, teachers and local government officials. In 2000 Governor Josie de la Cruz convened a multi-sectoral summit on education to assess the state of basic education in the province. A masterplan was drawn up to improve learning competencies of Grades 1 to 6 children in reading and understanding, speaking and writing in English, and improve their skills in solving mathematics problems.

### Achievement

After three years' performance, the children, as measured by their test scores, progressively improved. From 40.23% in reading skills before program implementation, the average score in 2003 rose to 76%. And in Mathematics, the average score in computational skills rose from

the starting score of 39.4% to 82%. Comprehension skills rating was 71.5%.

How was this success achieved?

### Parents as Partner Educators

Parents and teachers mobilized to make the program work. For each of the 496 schools in the province, a core group of parents was organized to assist the teachers: 10 parents for each of the 30 central schools and 5 for each of the 478 barangay schools. Each school had a parents' desk. In addition, 96 parent-volunteers were designated as district coordinators tasked with organizing parents' activities. Parents' activities included tutoring tasks, preparing audio-visual materials and providing remedial instruction. Some 2,960 parents actively involved in in-school tutoring. Of this number, 280 served as the core of trainers. Records show that as many as 247,631 parents have undergone workshops and attended conferences on how children learn and how best they can be guided by parents. Each parent has been provided a manual about improving the learning ability of children at home. And they now closely monitor their children's homework.

Teachers, for their part, also underwent professional training on how to assess learning and on effective teaching of reading and mathematics. Manuals were developed on teacher training and evaluation of teacher performance. Teacher training was done through summer institutes. Teachers from public and private schools held workshops to share best practices in teaching reading and mathematics.

Teachers and parents came together in joint conferences where local officials were in full attendance, demonstrating their full support of the program. The local government also provided incentives for high performing teachers and parents. For outstanding teachers, these included cash awards, scholarships and trips abroad.

Training programs and materials developed were based on actual needs and involved a high level of community participation. The materials produced included teacher's and parent's manuals, and children's workbooks.

Not only parents but also out-of-school youths were trained and engaged for in-school tutoring and mentoring, assisting elementary schools and day care teachers in some barangays. The mobilization of out-of-school youth was a private sector initiative that complemented

the main program. With parents becoming more active in the basic education of children, a program on parenting was but a logical next step. Thus was spawned another complementing private sector initiative in a program that aims to help parents become better parents.

### **Success is the Incentive**

The program is managed by a multi-sectoral team composed of representatives from the local governments, Department of Education, the private sector, and academic institutions. Regular management meetings are held to develop consensus on strategies, work programs and benchmarks. Consultative meetings on budgeting for the Special Education Project and transparent process of procurement have contributed to improving the governance of local school boards.

Support legislation was doubtless a major factor in the success of this program. Executive orders were issued creating the Special Education Program and its executive committee. Another order created the Bulacan Education Council, which is concerned with broadening the education agenda to include higher and technical education. A third issuance created the Management Core Group for the project to equip parents in specific aspects of their role as the primary educators of their children.

Since the program and the implementing bodies are established though local legislation with the corresponding budget, the foundation for sustainability is assured. It is, however, the active interest and involvement of stakeholders, the parents, teachers and local government officials that have made the program work. The collaborative process and the incentive system help to maintain the momentum. But above all, it is the sense of pride and fulfillment arising from the achievement of the children as shown by their higher scores that will keep all local officials, teachers, parents and the children, wanting to do better.

### **Diffusion, Extension and Replication**

A number of factors facilitate the replicability of the project. Conference proceedings, workshop outputs, minutes of meetings are on file. Models, processes and strategies have been put into manuals and instructional materials. The manuals for teachers and parents developed by the province served as models for similar projects in other provinces such as Benguet, Iloilo and Batangas.

The members of the Project Management Team of the Bulacan Program and its teacher-leaders have been serving as trainers in education governance in San Fernando, Pampanga in Luzon, Iloilo in the Visayas and as far as Marawi City, Upi, Barira and Datu Paglasin in Mindanao.

### **Learnings**

Some important learnings are offered by the Bulacan experience on why the initiative in educational reform has been successful: (a) the major players and stakeholders mutually shared useful knowledge and skills which they jointly applied in the project; (b) the stakeholders were eager to learn more and willing to undergo rigorous training and perform assigned tasks with dedication; (c) ideas contributed by the various stakeholders were organized in specific ways and properly recorded and documented; (d) the necessary legal basis and resources as well as incentives were provided; and (e) commitment to the goals made the implementation process transcend personalities and project leaders.

Once more we see what enlightened local governance and empowered citizens can jointly achieve.

## Reinventing Public Education

### Reinventing the Naga City School Board

THE City of Naga is advancing the role of the local school board as "a catalyst of reforms that will establish quality education as a universal right and foundation for economic development and poverty alleviation". In spearheading the reinvention of the school board, the local government has also caused the empowerment of the local community to pursue its development goals with greater autonomy.

#### Weak on Software

For more than a decade, Naga City relied on the Department of Education's Division of City Schools to take the initiative in defining education priorities to be funded by the Special Education Fund (SEF) being collected annually by the city government. This reduced the school board to a local budgeting body that met early in the year to determine how the SEF would be spent. Specifically, decision-making had been confined to an eight-person board where most often "education priorities" were determined by its two most powerful members, namely, the mayor and the division superintendent. As a result, SEF utilization largely reflected the conventional wisdom that investing in physical facilities was the best that could be done in raising the quality of education.

While Naga City led the ten schools divisions in Bicol in terms of providing basic school facilities, this did not improve the academic achievement level of its over 36,000 public school children. This sad scenario never came out in board meetings nor was it explained to the public. Meanwhile, the 1,200 public school teachers were unable to effectively carry out their task because the badly needed "software infrastructure" (books, reference materials, trainings, etc.), were largely ignored and remained unaddressed.

#### The School Board is the Key

Things changed when the project "Reinventing the Naga City School Board" was conceived. The project's aim was to make the school board the vehicle for enhancing local participation in the provision of quality education through administrative and organizational reforms. The project aimed to: (a) enhance pupil development; (b) facilitate professional teacher development; and (c) increase community involvement and build local stakeholdership.

Specifically, the program sought to:

- (a) strengthen the board's organizational structure to ensure quality multisectoral representation of the community;
- (b) develop the capability of the NCSB Secretariat and staff to assist the board;
- (c) institutionalize a transparent, participative education planning and budgeting system to promote accountability and greater involvement of the local community;
- (d) identify alternative ways of financing the local education plan beyond the traditional means, especially by mobilizing internal and external sources;
- (e) design and institutionalize a transparent financial management and procurement system for the board;
- (f) build up and sustain stakeholdership by effectively communicating the plan and institutionalizing a feedback mechanism for the general public; and
- (g) develop policy recommendations to strengthen local school boards in the Philippines as a step in continuing the decentralization process.

#### Perspective, Participation, Partnership

Anchored on the award-winning Naga Governance Model, the strategies and activities brought about by the project were built around three elements that form the foundation of good governance, namely: (a) progressive perspective that seeks to build prosperity for the community at large; (b) functional partnership that enables the city to tap community resources for priority undertakings, in the process multiplying its capacity to overcome resource constraints; and (c) participation that ensures long-term sustainability by generating broad-based stakeholdership and community ownership over local undertakings.

A breakdown of the expected outcomes of these three strategies follow.

**Strategy 1: Progressive Perspective.** One principle underlying this strategy is: "What the law does not expressly prohibit, *it allows*." The outcome is a proactive school board that functions beyond merely additional budgeting support to DepEd. The components are: (a) participative planning and budgeting; (b) divisionwide achievement testing; (c) performance-based teacher incentives; and (d) more transparent teacher recruitment. Another principle is: "The school board budget provides the basis for activities that go beyond current laws on the local school board." The outcomes are: (a) 2002 and 2003 budgets were crafted with strong stakeholders' participation; (b) the Performance Incentive Fund authorized the conduct of divisionwide pre-testing and post-testing for school year 2002-2003 with results serving as bases for additional teacher incentives; and (c) budgetary provision for hiring locally funded high school teachers paved the way for teacher recruitment reforms.

**Strategy 2: Partnerships.** One underlying principle is: "Role definition and the setting of the rules of engagement minimizes potential conflicts." The expected outcomes are: (a) DepEd has the mandate to provide basic education; (b) City Hall is obliged to get involved in basic education because it is accountable for the Special Education Fund; and (c) as taxpayers and funders of public schools, local communities have the right to demand quality basic education. A second underlying principle is: "Resource complementation attains synergy, which means the whole is greater than the sum of its parts." The expected outcomes from the partnership are: (a) for Partner 1-DepEd: operating funds for public schools, expertise in education; (b) for Partner 2-City Hall: augmentation funding for public schools, and expertise in governance; and (c) for Partner 3-Local Communities: additional funding for school and class-based projects and activities, and non-government organizations provide specialized services, particularly in non-formal education; and (d) for Partner 4-Other Stakeholders: additional funding and technical support.

A corollary principle is specialization or moving towards one's core competence: The expected outcomes are: (a) DepEd: partner academic institutions' core competency is education; and (b) City Hall: core competence in governance and a key action is for City Hall to positively

influence DepEd to embrace governance reforms in transparency and accountability, planning and budgeting, and teacher recruitment.

**Strategy 3: Participation.** The underlying principle is greater stakeholder participation in all key aspects of project management, from situation analysis (SA), to project implementation (PI), to monitoring and evaluation (ME). The expected outcomes are: (a) more reliable data being regularly updated; (b) more accurate assessment of needs; (c) more responsive budget, programs, projects and activities; and (d) multi-level, multi-stakeholder performance review by school (at city level) and by sector (teacher, principal, parents).

### **Proactive and Progressive**

The school board has definitely become proactive and progressive. To encourage more participation, the school board launched "Surog-Adal" which localizes DepEd's "Brigada Eskwela" and "Adopt-a-School" programs.

One clear indicator of the board's new directions is its overwhelming preference for "soft" infra—textbooks and other instructional materials—over desks and school buildings. Another indicator is the investment in teacher training, performance-based incentives and intervention to unburden teachers of having to do lesson plans daily.

The board supported the preparation and production of ready-made lesson plans and workbooks. This was done by teachers and supervisory staff of the Division of City Schools in the summer of 2003. The "proudly Naga-made" lesson plans cover all learning areas in the New Basic Curriculum from Grades I to VI, while the workbooks focus on the tool subjects of English, Science and Mathematics. These printed lesson plans unburdened the teachers from having to write daily lessons, enabling them to focus on how to teach more effectively in the classroom. The workbooks provide parents with a tool to bond with their children and participate more actively in the learning process of their children.

The combined impact of teacher training and ready-made lesson plans are validated by the results of the initial localized post-test. The scores show the Naga Division registered an increase of 16 percentage points, from an average of 35% in July 2002 to 51% in March 2003.

The push for educational reform was anchored on wide stakeholder participation and greater community participation. And this was carried to the grassroots by the partners under the leadership of a

reinvented school board. Partnership and participation by local education stakeholders, including various civic organizations in the city, have made the DepEd programs a year-round undertaking. The comprehensive strategy guarantees program sustainability.

The Synergeia Foundation has outlined and published "How-to Steps for Reinventing Local School Boards" based on the experience of Naga City, to facilitate its replication by other local school boards throughout the country.

## CHAPTER 7

# Promoting Gender and Child Rights



## A Powerhouse of Women

Women Organizing and Empowerment Program

THE spirit of cooperativism is alive and flourishing among livelihood group enterprises in Compostella Valley.

### Woman Power

Lack of livelihood, unemployment, lack of skills and access to capital, malnutrition, lack of basic services and infrastructure, deforestation, domestic violence and child abuse, low people participation in government affairs—these were among the lingering manifestations of poverty in Compostella Valley, the characteristics of disadvantaged sectors. These were the problems that confronted Governor Jose Caballero in his first term.

The governor's efforts were directed at two major thrusts: (a) to deliver equitable public services; and (b) to reduce poverty.

The attainment of both goals was made possible by the massive mobilization of women in disadvantaged sectors. The provincial government's capacity to deliver services to the remotest barangay was enhanced by the participation of the women themselves. The same were involved in the province's poverty-reduction program called "Lamdag Panginabuhi".

The governor found out that the organized women sector would be the most effective and reliable. Women, spread out across the 235 barangays and thousands of *sitios*, if organized, could replicate successful productive endeavors. Key to tapping and sustaining the power of organized women is the Compostella Valley Council of Women (CVPCOW). Under this council, women have been organized from the provincial to the village level and across various women sub-sectors—farmers, fisherfolk, labor, youth, Muslims, tribals, professionals in the

private sector and government, police, senior citizens, health workers, nutrition workers, and rural development workers.

### **60,000 Card-carrying Members**

Through the CVPCOW, which now counts 60,000 card carrying members, the women sector is consulted and is able to participate in the formulation of short, medium and long-term plans for women. CVPCOW acts as the proponent, conduit and intermediary for lower-level women councils and community organizations.

The Lamdag Pangkinabuhi program's achievements in five years of partnership between the provincial government and the CVPCOW are encapsulized in (a) livelihood projects for 4,126 households; (b) establishment of 369 occupational groups; (c) barangay legal education for 13,000 individuals; (d) establishment of women's desks in 11 municipalities; and (e) 320,000 trees planted for greening.

CVPCOW has also participated in planning, implementing, monitoring and evaluating province-funded basic services and infrastructure projects like the construction of school buildings, wells, pre-and-post harvest facilities, and the electrification system. It has promoted and coordinated socio-cultural activities and sports festivals; facilitated the conduct of the Barangay Legal Education on Wheels (BLEW). It has also addressed such issues as protection of women and children, promotion of human rights, reforestation and environmental protection and beautification.

CVPCOW has also launched agricultural and livelihood-related projects like inputs dispersal, livestock raising, food processing, handicraft, pottery, electrical, plumbing, barber shop, manicure, pedicure, flower arrangement, fruit distribution, herbal medicine preparation and many others. It has popularized the Greater Opportunities for Livelihood Development that promotes backyard food production and group farming through communal farms, gardens and fish ponds.

### **Enterprises Abound**

For the implementation of Lamdag Panginabuhi, the provincial government provides funding, technical assistance, material inputs and the physical production base. It has set up a 97-hectare livelihood center for this purpose. The center addresses such concerns as malnutrition, healthcare and lack of livelihood skills. It is operated by members who

have developed the culture of working as a group. They manage the procurement of raw materials, and the production and marketing of products. They contribute capital to the growing businesses.

CVPCOW-initiated projects are being replicated by individuals and families who are non-beneficiaries of the program. This is true for catsup-making in the towns of Mawab and Maco, Christmas décor in Pantukan, pottery in Monkayo, vegetable processing and mat-making in Montevista, *salabat* processing in New Bataan, fruit processing in Maragusan, *camote* chips-making in Laak and duck-raising in Mabini.

## From Victims to Vanguard

Program on Gender and Development of Capoocan  
(Pro-GAD Capoocan)

### The Violence of Poverty

In the municipality of Capoocan, Leyte, poverty (at 90% incidence) topped the list of priority problems identified in the participatory rapid appraisal (PRA) conducted by the local government. Lack of economic opportunities and skills compelled women to emigrate to find work as house help, or even as prostitutes. Those who were economically dependent on their husbands were vulnerable to violence, with physical abuse and wife battery a common occurrence. And since the husbands could not sufficiently provide for the whole family, the women had to pitch in.

Focus group discussions with women revealed low awareness of their rights. Limited access to basic services and insufficient supply of medicines were also cause for concern. Women's level of participation in decision-making was so very low. The men occupied 70% of the elected positions and were the ones formulating development decisions. As a result, women's specific needs always took a backseat to other programs such as infrastructure projects. Clearly, the women were bearing multiple burdens.

### Pro-GAD, Anti-VAWC

Capoocan initiated steps to address the women's concerns. They came up with their own Gender and Development (GAD) program, dubbed Pro-GAD, which entails participatory and gender-responsive governance as the basic framework. To increase women's participation in decision-making for good governance, the Barangay Development Councils (BDC) were reactivated. Here women leaders assume an active role in Barangay Development Plan formulation through the participatory

approach in rural appraisal and annual investment planning. Women participation is maximized in the formulation of the GAD plans, especially in pushing for activities that promote gender equality. The program has a particular bias toward the poor constituents of Capoocan, and extends preferential treatment to women and children. In the course of GAD's five year implementation, it has served mostly indigent clients.

### Strategy

Pro-GAD Capoocan involves the following strategies: community organizing at the barangay and municipal level; education and training on gender sensitivity; socio-economic and livelihood development; health, nutrition and family planning; campaigns to curb violence against women and children (VAWC); and advocacy and networking.

Among the mechanisms established was the Municipal GAD Focal Team (MGFT), an inter-agency body that serves as the policy-making body of Pro-GAD. Other mechanisms include: Bantay Panimalay, which functions as the quick response team for immediate action on VAW incidences; Committee on Decorum and Investigation (CODI) that deals with matters relating to sexual harassment; and Pro-GAD Field Teams.

Similar barangay level structures have been set up, such as the Barangay GAD Focal Person, Bantay Panimalay and the Barangay Lupon. The Pro-GAD Resource Center serves as the office of the GAD staff and the venue for counseling VAW victims.

Pro-GAD Capoocan's most innovative feature is the integration of two development frameworks: participatory governance and GAD. This approach has enabled people's organizations to participate directly in the governance of their community.

### Impact

Women's involvement in development planning facilitated the shift from the formerly infrastructure-focused barangay plans to those that promote gender equality and give priority to health, nutrition, livelihood, and support infrastructure for women's needs. Gender responsiveness has empowered the women. One instance that shows an empowered citizenry was the successful claim-making activity undertaken by the women-led people's lobby for the approval of the much delayed 2002 municipal annual budget by the sangguniang bayan.

The program also led to increased access to health services. Special focus is given to the provision of reproductive health services in addition to other regular health services (free medicines and consultations, etc.). Family planning services were offered in cooperation with a non-government organization. Compulsory *hilot* (traditional birth attendant) trainings and refresher courses for all 24 *hilots* were conducted annually to address childbirth related infections. This training lessened maternal mortality.

There was also an increase in the reporting of VAWC cases. The intensive anti-VAWC campaign encouraged the women victims to report their ordeal, while the men were deterred from harming their wives because of the threat of detention. The number of habitual VAW perpetrators decreased by 98%. There was also a marked improvement in gender relations among the women and men who attended gender consciousness-raising activities.

Women legislators, people's organization representatives and the youth sector now collectively formulate recommendatory policies that significantly influence barangay and municipal policies. For instance, during the Barangay Women Legislators' Conference Series, the all-female participants drafted legislative and policy recommendations which they later presented to the mayor and the *sangguniang bayan* in a public ceremony that culminated in commitment signing.

Partnership arrangements have generated well-defined LGU-NGO-PO-business sector involvement based on the principles of openness, mutual respect, cooperation and consensus decision-making. There is a healthy relationship between the partners in the implementation of projects.

### **Political Will and Sustainability**

One major factor in the program's sustainability is political will. The mayor was very firm and determined in pushing Pro-GAD as the municipality's core program. She also matched this determination with appropriate resources from the mandated 5% GAD budget as well as from the municipality's own budget.

The significant gains were also due to the investments made in people who were direct GAD implementers. Continuing capacity building for program staff and direct implementers was a major institutional focus. To help the staff cope with the new challenges, new knowledge and skills

training were provided. Clearly, a ladderized capacity-building program for implementers is crucial for sustained program effectiveness.

A GAD Code is also an important instrument that could help ensure program continuity even beyond the term of the current administrator. The Code would provide mandatory annual GAD budget allocation, and systems and procedures in program implementation, among other things. Establishing a tripartite (executive-legislative-civil society) Municipal Technical Working Group for the GAD Code formulation is one strategy that could facilitate the participatory process up to its approval.

Capoocan's program or aspects of it have been actually replicated with some measure of success in other areas. For instance, Tacloban City, through its Population Commission, adopted the concept of appointing GAD focal persons. The Pro-GAD experience was also shared with the intent of replicating the program in Sta. Fe, and with various groups from the regional network of reproductive health advocates to the national assembly of rural development workers.

## By Right and By Law

Mainstreaming Gender and Development (GAD)  
in the LGU of Davao City

MORE than half of Davao City's population of 1.15 million, as of 2002, are women. Gender ratio is 99 males per 100 women. By their sheer number, women contribute significantly to the city's development. Yet for a long time, this contribution had hardly been recognized. And myriad of women issues had not been adequately addressed.

### From Forefront to Mainstream

Political upheavals during 20 years of President Marcos' strong-man rule greatly raised people's awareness of women's role in society and of women's issues. The struggle against the dictatorship created a strong women's movement in Davao City. When the city was still known as the "Nicaragua of Asia", the women of Davao organized themselves into the Women's Force. They waged WAR (Women Against Rape) against abuse of women under Martial Law. They also formed the Assembly for the International Decade of Women, or AID Women, to participate in the United Nations conference in Kenya in 1985.

By the time Marcos fell from power, a lot of women's groups were in place to pursue advocacy of women's rights and welfare through gender mainstreaming.

In 1986 two women were appointed members of the city council, a first in the city's history. The late 1980s saw more efforts toward empowerment of women through grassroots organizing, paralegal training, and recognition of "women's rights as human rights." The early 1990s were a time for advancing women's agenda. Women's groups worked to formulate legislative measures, seek sectoral representation, form study groups to draft the Women's Code, conduct research and

gather sex-disaggregated data on the situation of women, and to elect more women into the city council.

Other GAD mainstreaming measures included the creation of the Davao Medical Centre (DMC) and the inter-agency Violence Against Women Council (VAWC). The DMC put up the Women and Children Protection Unit (WCPU), a one-stop family crisis intervention center, and the Birthing Home program to promote healthy pregnancy through quality home-setting delivery. The VAWC signed a memorandum of agreement with the city government to install a 24-hour hotline at the women and children's desk of the city's police station.

Other institutions put up to address women issues were the Child Minding Center, a day-care center for local employees; the Bathaluman Crisis Center Foundation, which provides direct services to women victims of violence; and the Womynet, an advisory center for rape, incest, child abuse, and cases of violence against women.

At the barangay level, GAD mainstreaming took the form of the Gender Sensitivity Training (GST) and Gender Policy Planning (GPP), in which council members, health workers, nutrition scholars and *purok* leaders from 37 barangays participated.

Women's Summit, a consultative assembly of barangay women's organizations and sectoral organizations, is held annually to formulate a women's agenda.

### The Women's Code of Davao City

The late 1990s saw the flowering of gender and development mainstreaming. In September 1997, the city council passed City Ordinance 5004, or the Women Development Code, a landmark legislation.

The code ensured, among others things, (a) the mainstreaming of gender through legislation; (b) the revision of government policies, regulations and programs to remove gender bias; (c) the allocation of 30% of official development assistance and 6% of the city's annual development fund to gender-responsive programs; and (d) the creation of women's councils at the district and barangay levels to compose the Davao City Council for Women, which will serve as the consultative assembly of the city mayor.

The following year, Mayor Benjamin de Guzman issued Executive Order No. 24 approving the Code's implementing rules and regulations

IRR). Among the IRR's features was the creation of the Integrated Gender and Development Division (IGDD) under the city government to oversee the implementation of the Code and to act as a coordinative, regulatory and monitoring body.

### **Pioneering Achievements and Recognition**

In many ways, Davao City had been much ahead of other GAD mainstreaming efforts in other parts of the country. It was the first to legislate a development code for women. It put in place a mechanism for electing women representatives in the city council. It had a permanent office, created by law, dedicated to GAD mainstreaming. It had mandated public funds for GAD programs (at least 6% of agricultural development fund, 30% of official development assistance, and 5% of the general fund). It was the birthplace of the Mindanao Commission on Women. It had the first Women Correctional Institute in Mindanao. It had the first landmark case on marital rape. Its city council does not approve the budget without the GAD plan.

Other regions are consulting Davao City for the evaluation of their own GAD plans. Other cities and municipalities are conducting study tours to observe the city's implementation of GAD mainstreaming.

Japan and Indonesia are studying the city's GAD mainstreaming for replication.

GAD mainstreaming is another jewel in Davao City's crown as a leading Philippine local government unit.

## **37 DUMINGAG, ZAMBOANGA DEL SUR**

### **Protecting the Nation's Future**

#### **Child Friendly Movement Program**

THE poor condition of children—physical, emotional, social and psychological—and the abuse of women in the municipality of Dumingag, Zamboanga del Sur, were what prompted the local executive to launch the Child-Friendly Movement (CFM) in 1999.

#### **The Future in Peril**

Incidence of infant and child mortality and morbidity was high, malnutrition was common, primary and secondary school drop-out rate was high, and primary and secondary school participation was low. There were 11 documented cases of child abuse, neglect and exploitation; and 21 reported cases of child labor. The abuse of women was considered a normal occurrence, but unreported.

Moreover, Dumingag is one of the municipalities that has accessibility problems—most of its barangays are difficult to visit especially during the wet season—thereby limiting the area where the municipality can effectively provide even the most basic services.

CFM was aimed at addressing: (a) health and nutritional issues; (b) access to education issues; and (c) combating and eliminating abuses against children and women.

#### **Immediate Impact**

Nowadays in Dumingag, babies are born healthy mothers and babies alike are provided adequate medical services; infant mortality rate has dropped from 3.09% in 1998 to 1.19% in 2002. Child mortality rate is now 0% from .02% in 1998. There has been a marked increase in elementary and secondary school participation and elementary school

completion. Reduction in child abuse has been recorded especially in schools, if not totally eliminated. The abuse of women has been almost completely eradicated.

The values formation given during orientations and seminars conducted by the different implementing entities of the CFM program have helped raise the awareness of people and the community, especially women and children, of their rights under the law.

### **Jumpstarting the Process**

To jumpstart the process, the local executive of Dumingag organized the Child Friendly Movement Municipal Technical Working group (CFM-MTWG) whose function is to facilitate the planning process and develop the monitoring mechanism for the program. The CFM-MTWG also had the task of lobbying with the sanggunian bayan regarding support for the initiatives under CFM.

The CFM was composed of representatives from the different agencies under the local government to ensure that the different services required by the program would be delivered. The MTWG also include representatives from religious groups and civic organizations.

Aside from the MTWG, a Municipal Women's Task Force (MWTF) was also created. Working with the Philippine National Police (PNP), the MWTF became the primary facilitator accommodating complaints related to abuse, neglect and exploitation of children and domestic violence. The Philippine National Police has established a Women's and Children's Desk with a hotline where the 44 barangays of Dumingag are connected and where everybody can phone in their complaints on any abuse of a woman or child.

The MTWG also sought partnerships with different groups in the community. The academe pitched in with seminars orienting their co-teachers into avoiding physical and verbal abuse of their students. The rural health units were reactivated, and health problems addressed by health workers, trained *hilots*, nutrition scholars and day care workers. The women of Dumingag, from professionals to the plain housewives, were also indispensable partners in creating a child-friendly atmosphere.

### **The Movement Moves On**

At the barangay level, the Barangay Council for the Protection of Children (BCPC) and the Council for the Elimination of Discrimination Against

Women (CEDAW) were created. Replication of the MTWG at the barangay level (i.e., BTWG) was also done.

To suitably equip the prime implementers, the CFM-MTWG members were sent to trainings and seminars that tackle the Convention on the Rights of a Child (CRC), domestic violence, child abuse, neglect and exploitation; CEDAW; and on how to create a child-friendly environment as the mission of the movement. The inputs they received have been re-echoed to the municipal employees, barangay officials, non-government organizations and the general public. The structures created enabled the fast implementation of the programs and projects.

## 2nd Class Municipality, World-Class Program

### Child Friendly Local Governance

In the province of Isabela, Alicia is one of the few municipalities that have earned the distinction of making priority investments in the welfare of children. It has adopted and seriously implemented the Provincial Children's Code.

### Child-Friendly Governance

A second-class municipality with a population of 26,000, Alicia had the typical problems of child malnutrition, poor health and lack of medical services, lack of day care facilities, poor educational facilities, prevalence of school dropout, child abuse, and a general lack of awareness of the public of children's rights under the United Nations Convention on the Rights of a Child (UNCRC).

In 1999, the municipal government sought to address these concerns through a child-friendly local governance program. This was called the Child-Friendly Movement. It employed a four-pronged strategy known by its acronym BATA:

- Broadening awareness and institutionalization of the UNCRC;
- Allocation of fund support for children's welfare and protection;
- Total involvement and commitment through collective efforts of all key players; and
- Advancement of competitiveness through child-friendly governance.

The program aims primarily to create maximum awareness of the UNCRC in all schools and barangays, particularly on the four specific rights of children—the right to development, protection, survival and participation.

### Feeding Centers for Body and Mind

Thirty-four barangay health centers and nutrition posts were improved

with sustained health and sanitation services, provision for children's facilities and monthly supply of medicines and vitamins. Services for pregnant women, medical and dental services for children and their families were conducted regularly. Provincial health care cards were distributed to 5,104 indigent families, enabling them to buy medicines and avail of medical services at subsidized rates. For micro-nutrient supplementation a "Care for a Child, Feed a Child" program was implemented, supported by an ordinance on the use of iodized salt. Ordinances have also been passed in relation to prohibited drugs, gambling and other vices as these are detrimental to the welfare of children.

Private sector donors provided materials for deep wells which were installed by the Department of Public Works and Highways in all barangays. The wells are regularly monitored by the municipal sanitary inspector. Regular chlorination of the wells is funded by the municipality and the provincial hospital to ensure hygienic water for households.

Day care centers, resource centers, and school libraries were improved, fully equipped with reading materials. Backlog of classrooms in both elementary and high schools was eliminated. Playground facilities were provided in all the 34 barangays.

At the municipal level, a Focal Point Council for gender and development was organized. The council develops, passes and approves annual plans for advocacy on women and girl-child issues. This has resulted in decreased women and children victims of abuse. Home atmosphere has changed positively for women and children. About 93% of men now help women do household chores. The concerns of women and girl-children are now recognized in planning and decision-making.

Equal rights for men and women have become widely accepted, though men are still accorded the respect as head of the family. Women leadership is accepted in organizational structures, and they perform equal functions with men in development activities. They are free to earn a living for their family. Overall, the program has strengthened advocacy and campaign on the promotion of human rights, particularly for women and children.

### In Full Swing

Active support of government agencies, non-government organizations, church organizations, civic organizations and the private business sector,

and their collaborative interaction have sustained the programs and projects. National and local laws have been harmonized, interpreted and brought down to the level of ordinary people's understanding. Advocacy and education is a continuing activity, done not only through seminars and meetings, but also through barangay assemblies, school programs, and the development and distribution of information materials.

A wide range of livelihood improvement activities that are well funded help improve the income of families, particularly those with malnourished children.

With programs and projects in full swing, community and sectoral participation active, and support legislation in place, sustainability of the child-friendly program of governance in the municipality of Alicia, Isabela, is ensured.

## 39 MAITUM, SARANGANI

### From Negligent to Nurturing

#### Promoting Child Rights

CHILDREN comprise 42% of the population (41,865) of Maitum, a third-class municipality of Sarangani province in Mindanao. The local government, observing that Maitum's children were not being given the attention they deserved, resolved and went all the way to make Maitum the most child-friendly municipality with responsible, educated, healthy and happy children living in a peaceful and ecologically sound environment.

#### No Time to be Children

In 2002 infant mortality in Maitum was 2.5 per 1,000 population. The prevalence of malnutrition was 19% (by International Reference Standard). There was low live birth registration.

Mothers and their children had little access to maternal and child health care services. Since many were poor and were unable to eat three meals a day, the children were undernourished and performed dismally in school. They often found themselves working with their parents more than playing with their friends and neighbors. There were neither playgrounds nor parks where children could frolic and rest. While there were talented children who would have performed well in sports competitions, their skills remained confined as they did not have access to such venues. Worse, some of the children were victims of physical and sexual abuse, but had nowhere to go for help. The volatile peace and order situation compounded their already miserable condition.

#### Municipality Takes Action

But in January 2002, Maitum embarked on a program to promote child rights and protect the welfare of children. The goals of the program were

to: (a) promote a continuing process to further enrich and expand programs, projects and activities that effectively protect and respond to the rights of a child; (b) improve access to maternal and child health care services; (c) provide alternatives that will allow 3-5 year old pupils to pursue their education, meet their other developmental needs and assert their rights and get to know their responsibilities; (d) provide venues for children to come together and express their own ideas and participate in socio-cultural and community development activities; (e) ensure that cases of physical and sexual abuse are reported and violence and child labor are prevented; and (f) see to it that families have access to potable water, have sanitary toilets, use iodized salt, and older family members share in child care and other domestic responsibilities.

In a span of only three years, the program produced some solid achievements on behalf of the once neglected children. All barangays now have schools. The number of day care centers increased from 27 in 2002 to 33 in 2004.

The other substantive changes achieved from 2002 to 2004 are: (a) participation rate in elementary grades, 73.30% to 75.17%; (b) number of 3-5 year olds attending early education programs, 29.99% to 33.15%; (c) number of children below 17 years old who were registered at birth, 648 to 913; (d) prevalence of malnutrition, 19% to 17%; and (e) infant mortality, 2.5/1000 to 1.4/1000.

### **Barangay Level Monitoring**

The program consisted of four components. (a) a Municipal Development Plan for Children; (b) an Annual Investment Plan for Children; (c) a Local Code for Children; and (d) a Monitoring System for Children. The last one entailed the establishment of a knowledge center, an annual State of Children Report, a legislative tracking system, and updated child-friendly indicators. Each barangay was provided a monitoring checklist containing a total of 25 indicators for child-friendliness that are to be updated and reported quarterly. More significantly, families in Maitum now individually assess themselves using the checklist.

The second set of activities entailed the training of care givers and service providers so that they could effectively and efficiently respond to the needs and rights of every child. There were activities that aimed to help the children hone their literary, musical and theatrical abilities, develop their self-esteem and self-confidence. Other activities

encouraged savings mobilization tied in with concern for others. There were also campaigns which encouraged support for talented children, provided school supplies for Grade I pupils, and scholarships for poor but deserving pupils.

As part of the information, education and communication strategy, Maitum produced reading materials and conducted seminars on child rights and responsibilities. A speakers bureau headed by the municipal mayor conducted briefings in every school and barangay. All local officials and employees underwent trainings on the Convention on the Rights of a Child (CRC) and Convention on the Elimination of Discrimination Against Women (CEDAW). The following structures and mechanisms were also put in place: knowledge center for children and women, rural health information sheet, child-friendly school system, and data board on minimum basic needs and community based management information system.

Children's needs also were given attention in the efficient delivery of basic services. Meeting children's needs, particularly children of the poor, were now on top of the agenda and concerns in networking, linking and collaborative activities. This was done to maximize resources and expand the community based program. Attention to the children made the municipality's outreach activities a way of getting the government closer to the people.

Maitum also passed an ordinance to further promote child rights through the observance of Boy/Girl Week every second week of December. Children aged 13 to 17 hold office as boy/girl officials and perform the duties and responsibilities of the positions they hold. The ordinance was enforced in all barangays and at the municipal level.

### **Management Mechanisms**

The program was implemented by existing structures in the local government, and new ones created for this purpose. These include the local sanggunians, local development councils, local health board, local school board, nutrition council, culture and arts council, and the local peace and order council. To these was added the Local Council for the Protection of Children. These institutions have committed themselves to protect the rights of children and, with the help of families, create a child-friendly environment.

In Maitum the Katarungan Pambarangay is functional and is oriented on CRC and CEDAW. The women and children's desk officer is likewise trained in child protection. And a child rescue team, Sagip Bata Manggagawa Quick Action Team, is likewise fully operational.

Maitum's best practices and initiatives are well documented. Hence, the strategies can be replicated by interested parties who have the will and the means to undertake a similar effort. The municipality has been sharing its learnings with visiting local and national officials and even foreigners.

Neglect of children is an indictment to parents, communities and the local government. A community can be mobilized to end neglect of children. The key lies in harnessing and involving all the actors in the community and putting in place mechanisms that ensure the fulfillment of identified goals. Like the child-friendly indicators used by the municipal workers and eventually by the parents.

## Let the Circle Not be Broken

Support for Community Initiatives and Partnerships to Respond to VAW and Other Gender Concerns

IN the United States, there is an underground network that protects victims of domestic violence from their abusive spouses. In Cebu City, a similar network exists but all its activities are above board; in fact, it was initiated by the city government.

### Domestic Violence is a Public Issue

In 1992 Cebu City officials conducted a forum on gender violence and discovered a shocking statistic: in certain neighborhoods, up to 60% of women are battered by their spouses.

The city government's reaction was quick, and comprehensive. It launched a program that would establish a watch group against domestic and gender violence, and called it Bantay Banay. Its operating principle: Violence in the home is an indictment of the community and the local government, as well as the abusive spouse.

### A Circle of Support

Bantay Banay Program sought to accomplish the following objectives:

- a. Improve the lives of women, children and families through direct response to VAW cases in the families and communities;
- b. Mainstream domestic violence from a personal issue to a public issue, an issue of governance; and
- c. Generate public awareness regarding gender-related issues and influence policies and resource allocations in the different spheres: government, social development and private groups.

To meet these objectives, the following strategies were employed:

*Organization and Training of Community Groups.* Community volunteers are provided training on gender sensitivity, violence against women and basic counseling, family dialogues, laws and legal processes on issues on women, on-the-job-case-handling and regular feedbacking. The organized communities include women, men, youth and local support groups. The best assurance to sustainability is an enlightened community.

*Formation of Inter-agency Councils and Committees.* The different stakeholders need to link up and coordinate with each other: the police, the Department of Social Welfare and Development, the Department of Health, the Department of the Interior and Local Government, the local government units (mayors, sanggunian, tanods, Lupong Tagapamayapa, and barangay captains), and other private sector groups. Developing capabilities within the agencies will help increase services and ensure prioritizing and maximizing of resources. Linkaging among agencies with similar services can also facilitate learning together as well as referrals. Training includes gender sensitivity, violence against women, related laws and other topics identified.

*Mainstreaming VAW as an Issue of Governance.* Part of the objective of the program is for local government units and agencies to recognize the issue of family violence and support the efforts through any of the following: establishing gender and development desks in their offices, budget for training or honoraria for volunteers, or integrating the program in their own development agenda.

*Establishment of Anchor NGOs/Agencies.* An anchor NGO/agency is a crucial support to the inter-agency committee and in the matching of needs and resources as well as referral among the stakeholders. The NGO/agency's capacity to facilitate and work together with the different agencies, create win-win solutions among the stakeholders, respecting subsidiarity while ensuring the independence of the program, will always make a difference. In Cebu City, aside from the secretariat, there are anchor agencies to facilitate coordination of the following committees: training and advocacy, counseling, enforcement, medical, community organizing, youth and children.

#### **Direct Actions, Direct Results**

The following services and activities were provided by the Bantay Banay Program:

*Direct Services:* Medical and medico-legal check up, counseling, legal assistance, temporary shelter and livelihood referral.

*Direct Action:* Direct interventions consist of: stopping ongoing violence, prevention of further violence, mediation at the barangay level, temporary shelter at a volunteer's house, police blotter, documentation.

*Training:* The network also provides training to groups willing to replicate the efforts. Basic training usually includes: basic gender sensitivity, framework and concepts of violence against women, laws and processes affecting women, crisis intervention and counseling, family dialogues, special laws on rape, sexual harassment, child abuse, identification of sexual abuse, VAW in relation to housing, health, and other issues.

*Advocacy and Media Work:* Bantay Banay is also involved in supporting the passage of legislation affecting women. In court hearings, it mobilizes members to attend and give moral support to victims. It also calls media attention to possible lapses or delays in procedures.

Between 1995 and 1997, Bantay Banay recruited and trained 5,000 community and agency representatives in dealing with violence against women, which includes: immediately stopping violence, counseling, referrals for medical and medico-legal services, shelter and food, training for alternative livelihood and legal assistance.

Different stakeholders together have so far responded to a total of around 13,000 cases. This program has contributed greatly to making domestic violence a public and governance issue in the country. It is a model for community based and multi-stakeholder approach for addressing the problem of domestic and other gender-based violence.

The program, through its partner organizations, took the lead in advocating the implementation of the 5% gender and development budget as mandated by law. Over the years, the program's advocacy and efforts resulted in the following policy legislation:

- a. Creation of a women's desk in Cebu City police stations;
- b. Formation of the Cebu City Women and Family Affairs Commission; and
- c. Passage of a Gender and Development Code, along with various ordinances protecting women from violence and harassment.

On the whole, program efforts resulted to the following major achievements:

*Reduced incidence of VAW:* Among the public, domestic violence has ceased to be regarded as a private issue and is now seen as a public issue and an issue of governance. There is a considerable increase in the reporting of domestic violence and other VAW cases, probably because women now see that there are institutions that can help them. The anti-domestic violence ordinance also serves as a deterrent to more violence. In the areas where VAW incidence was initially reported to victimize 6 out of 10 women, residents say that the incidence is now down to 2 out of 10 women.

*Improved coordination among various stakeholders on VAW:* The representatives of partner agencies have learned to go beyond their respective turfs and not work on parallel lines. They have come to recognize that no single agency can do everything alone. Among them, the culture of referral has developed. Moreover, government agencies now appreciate that civil society has a critical role to play in governance.

*Enhanced understanding of VAW and other gender issues:* Bantay Banay brought into people's consciousness the issue of power relations among partners and family members, which has led to discussions and reflection on one's personal values and lifestyle. Many people have come to realize that the personal is political. A group among men opposed to violence has been formed. Joint parenting is no longer an uncommon idea. Most of the volunteers have also gained a deeper understanding of gender realities, violence against women, and women's role in society in general. Other issues affecting women are now becoming more visible to barangay leaders and city officials. The need for sex-disaggregated data is recognized as well as the need for assessing the differential impacts of programs and projects on men and women.

*Increased women's participation in governance and in addressing their own concerns:* Women's active participation in policy advocacy has raised the capability of women's groups to advocate and lobby for the implementation of, and budgetary provisions for, specific programs. More women are now involved in the barangay through the GAD desks and barangay committees; they also now participate more actively in the implementation and monitoring of projects. After the barangay, the city departments have started to be sensitized and they are now starting to see the importance of having sex-disaggregated data, reviewing projects and

programs that might differently impact on men and women, and providing such services as a child-minding center in the City Hall.

### **Turning On Its Own**

The impact of the program shows its sustainability and transferability. The efforts of women to respond to family violence and other gender issues started in the 1990s. The community watch groups have expanded to more barangays with the support of the city. The Women and Family Affairs Commission was created as a result of advocacy, so with the Gender Code and the Anti-Domestic Violence ordinance. This has spanned over different administrations. Even the barangay GAD budget allocations which started in 2000 continue today and have in fact been more consistent in terms of implementation. It has spanned several election terms. The Bantay Banay and the Cebu Women's Coalition advocacy continues and is participated in by government, communities groups and the private sector. In fact, the community based effort against domestic violence started in Cebu City.

This has expanded to the neighboring cities in Metro Cebu and later to other parts of Region 7. It has been replicated and now adopted by other groups and local government units in 65 cities and municipalities all over the country.

## Directory of Featured LGUs

### **Alicia, Isabela**

*Local Chief Executive*

Hon. Napoleon S. Dy

Municipal Mayor

Office of the Mayor, Municipal Hall Compound, Alicia, Isabela 3306

Telefax: (078) 662 7042

*Program Manager: Child Friendly Local Governance*

Ms. Vilma V. Gaffud, RSW

Municipal Social Welfare and Development Officer

Municipal Hall Building, Alicia, Isabela 3306

Telephone: (078) 662 7219

Fax: (078) 662 7041

### **Antique**

*Local Chief Executive*

Hon. Salvacion Z. Perez

Provincial Governor

Office of the Governor, New Capitol Building, San Jose, Antique 5700

Telephone: (036) 540 9649

Fax: (036) 540 9321

Website: <http://www.antique.gov.ph>

*Program Manager: Antique Integrated Area Development (ANIAD) Program*

Ms. Carolyn May S. Deslate

Executive Director, ANIAD Foundation, Inc.

Antique Integrated Development Center, New Capitol Annex, San Jose, Antique 5700

Telephone: (036) 540 9527

Fax: (036) 540 9526

Email: [aniad@sac.edu.ph](mailto:aniad@sac.edu.ph)

### **Bani, Pangasinan**

*Local Chief Executive*

Hon. Gabriel E. Navarro

Municipal Mayor

Office of the Mayor, Bani Municipal Hall, Poblacion, Bani, Pangasinan 2407

Telephone: (075) 553 2010; (075) 553 2120

Email: [bani@mozcom.com](mailto:bani@mozcom.com)

Website: <http://www.bani.gov.ph>

*Program Manager: Bani Coastal Resource Management Program*  
Ms. Eufemia R. Rarang  
Agricultural Technologist  
Office of the Municipal Agriculturist, Bani Municipal Hall, Bani, Pangasinan 2407  
Telefax: (075) 553 2401

#### **Bataan**

*Local Chief Executive (Current)*  
Hon. Enrique T. Garcia, Jr.  
Provincial Governor  
Office of the Governor, 2/F Capitol Building, Capitol Drive, Balanga City, Bataan 2100  
Telephone: (047) 791 4759; (047) 237 3488; (047) 237 1066  
Telefax: (047) 237 2413  
Website: <http://www.bataan.gov.ph>

*Local Chief Executive (Award Year)*  
Governor Leonardo B. Roman

*Program Manager: Kontra-Kalat sa Dagat (KKD)*  
Mr. William Azucena  
Officer-In-Charge, Bigkis Bataan, PMO  
Office of the Governor, Provincial Capitol Compound, Balanga City, Bataan 2100  
Telephone: (047) 237 1012  
Fax: (047) 237 2413

#### **Bohol**

*Local Chief Executive*  
Hon. Erico B. Aumentado  
Provincial Governor  
Office of the Governor, Provincial Capitol Complex, C. P. Garcia Ave.,  
Tagbilaran City, Bohol 6300  
Telephone: (038) 411 3063; (038) 411 3300  
Fax: (038) 411 4821  
Email: [eba@bohol.gov.ph](mailto:eba@bohol.gov.ph)  
Website: <http://www.bohol.gov.ph>

*Program Manager: Bohol Poverty Reduction, Peace and Development Program*  
Mr. Juanito G. Cambangay  
PDC and Head, Provincial Poverty Reduction Action Team  
Provincial Capitol Compound, Tagbilaran City, Bohol 6300  
Telephone: (038) 411 4406  
Fax: (038) 411 4405  
Email: [ppdc\\_bohol@yahoo.com](mailto:ppdc_bohol@yahoo.com)

*Program Manager: Bohol Ecotourism Development Program*  
Ms. Oroncia D. Balio  
Provincial Tourism Officer  
Bohol Tourism Office, Provincial Capitol Complex, Tagbilaran City, Bohol 6300  
Telefax: (038) 411 3666  
Email: [boholtourism@yahoo.com](mailto:boholtourism@yahoo.com)

#### **Bulacan**

*Local Chief Executive*  
Hon. Josefina M. dela Cruz  
Provincial Governor  
Office of the Governor, 2/F Provincial Capitol Building, Malolos City, Bulacan 3000  
Telephone: (044) 791 8149; (044) 791 8150; (044) 791 0853  
Fax: (044) 662 6009; (044) 791 5340  
Email: [governor@bulacan.gov.ph](mailto:governor@bulacan.gov.ph)  
Website: <http://www.bulacan.gov.ph>

*Program Manager: Joint Systems Improvement in Education Project (Project JOSIE)*  
Angela SP. Gonzales, Ed. D.  
Deputy Executive Director, Project JOSIE  
2/F Provincial Capitol, Malolos City, Bulacan 3000  
Telephone: (044) 662 4069  
Email: [marnie\\_46@yahoo.com](mailto:marnie_46@yahoo.com)

#### **Calag-itan, Hinunangan, Southern Leyte**

*Local Chief Executive*  
Hon. Eusebio Gabut  
Punong Barangay  
Brgy. Calag-itan, Hinunangan, Southern Leyte

*Municipal Local Chief Executive*  
Hon. Roberto M. Lagumbay  
Municipal Mayor  
Municipal Hall, Hinunangan, Southern Leyte

*Program Manager: Calag-itan Marine Sanctuary and Seaweeds Production Livelihood Project*  
Punong Barangay Eusebio Gabut

#### **Calbayog City**

*Local Chief Executive*  
Hon. Mel Senen S. Sarmiento  
City Mayor  
Office of the Mayor, 2/F City Hall Building, J. D. Avelino St., Calbayog City, Samar 6710  
Telephone: (055) 209 1725  
Fax: (055) 209 1721  
Email: [ms\\_sarmiento@eudoramail.com](mailto:ms_sarmiento@eudoramail.com)

*Program Manager: Coastal Zoning: Delineating Coastal Waters for Commercial and Marginal Fishermen*  
Mayor Mel Senen S. Sarmiento

**Capoocan, Leyte**  
*Local Chief Executive*  
Hon. Marietta H. Porciuncula  
Municipal Mayor  
Office of the Mayor, Capoocan Municipal Hall, Capoocan, Leyte 6530  
Telephone: (053) 546 1300  
Fax: (053) 331 6001

*Program Manager: Program on Gender and Development of Capoocan Pro-GAD Capoocan)*  
Ms. Vilma A. Horca  
Pro-GAD Overall Program Coordinator  
Pio Melgar Street, Capoocan, Leyte 6530  
Email: vilmahorca@yahoo.com

**Carmona, Cavite**  
*Local Chief Executive (Current)*  
Hon. Dahlia A. Loyola  
Municipal Mayor  
Office of the Mayor, Municipal Hall of Carmona, 454 J. M. Loyola St., Carmona, Cavite 4116  
Telephone: (046) 430 0817  
Fax: (046) 430 1001  
Website: <http://www.carmonagov.net>

*Local Chief Executive (Award Year)*  
Mayor Roy M. Loyola

*Program Manager: Balik Inang Kalikasan, Balik Amang Pabrika (BIKBAP) Program on Waste Recycling*  
Ms. Ma. Bella A. Guinto  
Officer  
Municipal Environment and Natural Resources Office, 454 J. M. Loyola St., Carmona, Cavite 4116  
Telephone: (046) 430 3004  
Fax: (046) 430 1001

**Cebu City**  
*Local Chief Executive*  
Hon. Tomas R. Osmeña  
City Mayor  
Office of the City Mayor, 8/F Annex Building, Cebu City Hall, P. Burgos corner M. C. Briones St., Cebu City 6000  
Telephone: (032) 253 4913; (032) 253 6983; (032) 253 7817  
Fax: (032) 253 7558  
Email: [cyso@cebucity.gov.ph](mailto:cyso@cebucity.gov.ph)  
Website: <http://www.cebucity.gov.ph>

*Program Manager: Support for Community Initiatives and Partnerships to Respond to VAW and Other Gender Concerns*  
Hon. Gerardo A. Carillo  
Councilor and Co-Chairperson, Cebu City Women and Family Affairs Commission  
Rm. 205, City Hall Compound, Cebu City 6000  
Telephone: (032) 253 2536; 412 1782  
Fax: (032) 253 2536  
Email: [gcarillo@cebucity.gov.ph](mailto:gcarillo@cebucity.gov.ph)

**Compostela Valley**  
*Local Chief Executive*  
Hon. Jose R. Caballero  
Provincial Governor  
Office of the Governor, Provincial Capitol Building, Cabidanan, Nabunturan, Compostela Valley 8800  
Telefax: (084) 376 1052  
Website: <http://elgu.ncc.gov.ph/ecommunity/compostelavalley-prov>

*Program Manager: Women Organizing and Empowerment Program*  
Mrs. Mildred T. Caballero  
President, Compostela Valley Provincial Council of Women  
Provincial Capitol Building, Cabidanan, Nabunturan, Compostela Valley 8800  
Telephone: (084) 376 1052; 376 0640

**Concepcion, Iloilo**  
*Local Chief Executive*  
Hon. Raul N. Baniyas  
Municipal Mayor  
Office of the Mayor, Concepcion Municipal Hall, Concepcion, Iloilo 5013  
Telephone: (033) 392 0204  
Fax: (033) 392 0309  
Email: [rnbaniyas@yahoo.com](mailto:rnbaniyas@yahoo.com)  
Website: <http://www.concepcion.gov.ph>

*Program Manager: Harnessing Synergy in Integrated Population, Health and Environment Programming*  
Helen Miguez  
Municipal Health Officer  
Municipal Health Office, Concepcion Municipal Hall, Concepcion, Iloilo 5013  
Telephone: (033) 392 0204  
Fax: (033) 392 0309  
Email: helenbm2000@yahoo.com

*Program Manager: Zero Poverty 2020*  
Mayor Raul N. Baniyas

**Dauin, Negros Oriental**  
*Local Chief Executive*  
Hon. Rodrigo A. Alanano  
Municipal Mayor  
Office of the Mayor, Municipal Hall Compound, Dauin, Negros Oriental 6217  
Telephone: (035) 425 2073  
Website: <http://elgu.ncc.gov.ph/ecommunity/dauin-negor>

*Program Manager: Coastal Resource Management Program*  
Ms. Rosabel Sanchez  
Municipal Planning and Development Officer  
Office of the Mayor, Municipal Hall Compound, Dauin, Negros Oriental 6217  
Telephone: (035) 425 2073

**Davao City**  
*Local Chief Executive*  
Hon. Rodrigo R. Duterte  
City Mayor  
Office of the City Mayor, San Pedro Street, City Hall, City Hall Drive, Davao City 8000  
Telephone: (082) 227 4877; (082) 224 2028; (082) 227 6271  
Website: <http://www.davaocity.gov.ph>

*Program Officer: Mainstreaming Gender and Development (GAD) in the LGU of Davao City*  
Ms. Patricia Melizza B. Ruivivar  
Officer-In-Charge, Integrated Gender and Development Division  
Office of the City Mayor, San Pedro Street, City Hall, Davao City 8000  
Telephone: (082) 224 4663; (082) 226 8011  
Fax: (082) 224 5885  
Email: igdd\_davao@yahoo.com

**Dumingag, Zamboanga del Sur**  
*Local Chief Executive*  
Hon. Edgardo G. Jamero  
Municipal Mayor  
Municipal Hall of Dumingag, San Pablo, Dumingag, Zamboanga del Sur 7028  
Website: <http://www.dumingag.com>

*Program Manager: Child Friendly Movement Program*  
Mayor Edgardo G. Jamero

**Kabacan, North Cotabato**  
*Local Chief Executive*  
Hon. Luzviminda Jumoad-Tan  
Municipal Mayor  
Office of the Mayor, Kabacan Municipal Hall, Kabacan, North Cotabato 9407  
Telephone: (064) 248 2742  
Fax: (064) 248 2352  
Website: <http://elgu.ncc.gov.ph/ecommunity/kabacan-nc>

*Program Manager: Tungo sa Ugnayang LAYon ay Kapayapaan at Kaunlaran: Ang Karanasan ng Kabacan*  
Buenaventura A. Pacania  
Project Manager  
Municipal Planning and Development Office, Kabacan Municipal Hall, Kabacan, North Cotabato 9407  
Telephone: (064) 391 1782

**La Union**  
*Local Chief Executive*  
Hon. Victor F. Ortega  
Provincial Governor  
Office of the Governor, Provincial Capitol, San Fernando City, La Union 2500  
Telephone: (072) 700 3424; (072) 242 5550  
Fax: (072) 888 4453  
Website: <http://www.launion.gov.ph>

*Program Manager: La Union Medical Center*  
Dr. Fernando A. Astom, M.D.  
Chief Executive, La Union Medical Center  
Nazareno, Agoo, La Union 2504  
Telephone: (072) 710 1698

**Ligao City**

*Local Chief Executive*

Hon. Linda P. Gonzalez

City Mayor

Office of the Mayor, City Hall Compound, Ligao City, Albay 4504

Telephone: (052) 485 1115

Email: [lguligao@globalink.net.ph](mailto:lguligao@globalink.net.ph)

*Program Manager: Upland Central Economic Zone*

Mayor Linda P. Gonzalez

**Linamon, Lanao del Norte**

*Local Chief Executive*

Hon. Cherlito R. Macas

Municipal Mayor

Office of the Mayor, Municipal Hall of Linamon, Linamon, Lanao del Norte 9201

Telefax: (063) 227 0221

Website: <http://elgu.ncc.gov.ph/ecomunity/linamon-ldn>

*Program Manager: BALAK (Basura Atras, Linamon Abante sa Kalamboan)*

*Integrated Solid Waste Management (ISWM) Program*

Ms. Felicidad M. Tuzon

Municipal Environmental and Natural Resources Office

Linamon, Lanao del Norte 9201

Telephone: (063) 227 0228; (063) 227 0896

Fax: (063) 227 0824

**Los Baños, Laguna**

*Local Chief Executive*

Hon. Caesar P. Perez

Municipal Mayor

Office of the Mayor, Municipal Hall, Poblacion, Los Baños, Laguna 4030

Telephone: (049) 536 0050

Telefax: (049) 536 7860

Website: <http://elgu2.ncc.gov.ph/losbanos>

*Program Manager: Los Baños Ecological Solid Waste Management Program*

Mr. Leozardo C. Pantua

Executive Assistant and Project Director

Municipal Hall, Poblacion, Los Baños, Laguna 4030

Telephone: (049) 536 0050

Telefax: (049) 536 7860

**Magsaysay, Davao del Sur**

*Local Chief Executive*

Hon. Arthur D. Davin

Municipal Mayor

Office of the Mayor, Municipal Hall, Poblacion, Magsaysay, Davao del Sur 8004

Email: [arthurddavin@yahoo.com](mailto:arthurddavin@yahoo.com)

*Program Manager: Diversified Organic Farming System (DOFS)*

Mr. Carlos Ortiz

Agricultural Technician

Magsaysay Municipal Hall, Poblacion, Magsaysay, Davao del Sur 8004

**Maitum, Sarangani**

*Local Chief Executive (Current)*

Hon. Felix R. Reganit

Municipal Mayor

Office of the Mayor, Wing A, Municipal Hall Compound, Maitum, Sarangani 9515

Telefax: (083) 509 4049

Email: [igu\\_maitum@yahoo.com](mailto:igu_maitum@yahoo.com)

Website: <http://www.maitum.net> (unofficial)

*Local Chief Executive (Award Year)*

Mayor George Y. Yabes

*Program Manager: Promoting Child Rights*

Ms. Laarni N. Nagal

Municipal Planning and Development Coordinator

Municipal Planning and Development Office, Wing B, Municipal Hall,

Maitum, Sarangani 9515

Telefax: (083) 509 4049

Email: [igu\\_maitum@yahoo.com](mailto:igu_maitum@yahoo.com)

**Misamis Occidental**

*Local Chief Executive*

Hon. Loreto Leo S. Ocampos

Provincial Governor

Office of the Governor, Capitol Building, Oroquieta City, Misamis Occidental 7207

Telephone: (088) 531 1333

Fax: (088) 531 1632

Email: [govloretoleo@yahoo.com](mailto:govloretoleo@yahoo.com)

Website: <http://www.misocc.gov.ph>

*Program Manager: Misamis Occidental Aquamarine Development and Protection Program*

Mr. Jose L. Satorre, Jr.

Park Superintendent

Misamis Occidental Aquamarine Park, Libertad Bajo, Sinacaban, Misamis Occidental

Email: [tour\\_misocc@yahoo.com](mailto:tour_misocc@yahoo.com)

**Muntinlupa City***Local Chief Executive*

Hon. Jaime R. Fresnedi

City Mayor

Office of the City Mayor, 2/F City Hall Building, Muntinlupa City 1770

Telephone: (02) 842 2921; 543 08 09

Email: [jaime.fresnedi@muntinlupacity.gov.ph](mailto:jaime.fresnedi@muntinlupacity.gov.ph)Website: <http://www.muntinlupacity.gov.ph>*Program Manager: CRUSADA – Crusade Against Drug Abuse*

Ms. Aida Socorro F. Dizon

Administrative Officer

Office of the Vice Mayor, Muntinlupa City Hall, National Road, Putatan, Muntinlupa City

Telephone: (02) 862 6196

Mr. Chito C. Valerio

Department Head, Drug Abuse Prevention and Control Office

2/F Main Building, City Government of Muntinlupa

Telephone: (02) 543 0813

Email: [chito.valerio@muntinlupacity.gov.ph](mailto:chito.valerio@muntinlupacity.gov.ph)**Naawan, Misamis Oriental***Local Chief Executive*

Hon. Dennis L. Roa

Municipal Mayor

Office of the Mayor, Municipal Hall Compound, Naawan, Misamis Oriental 9023

Telephone: (08822) 720 556

Fax: (08822) 720 570

*Program Manager: Improving Local Government Income through**Municipal Economic Enterprise and Development Office (MEEDO)*

Ms. Rowena B. Leotero

Municipal Economic Enterprise and Development Office Manager

MEEDO Office, Naawan, Misamis Oriental

Telephone: (08822) 720 556

Fax: (08822) 720 570

**Naga City***Local Chief Executive*

Hon. Jesse M. Robredo

City Mayor

Office of the Mayor, 2/F City Hall Complex, J. Miranda Ave., Naga City 4400

Telephone: (054) 473 2240

Fax: (054) 811 1286

Email: [mayor@naga.gov.ph](mailto:mayor@naga.gov.ph)Website: [www.naga.gov.ph](http://www.naga.gov.ph)*Program Manager: Reinventing the Naga City School Board*

Mr. Wilfredo B. Prilles, Jr.

Project Coordinator

DOLE Building, Metro Peso, City Hall Complex, J. Miranda Ave., Naga City 4400

Telephone: (054) 473 4432

Fax: (054) 811 3961

Email: [wbrilles@hotmail.com](mailto:wbrilles@hotmail.com)**New Corella, Davao del Norte***Local Chief Executive*

Hon. Jose Recarido P. Federiso

Municipal Mayor

Office of the Mayor, New Corella Municipal Hall, Poblacion,

New Corella, Davao del Norte 8104

*Program Manager: Sustainable Integrated Area Development (SIAD):**The New Corella Experience*

Mr. Joel A. Quinanahan

Chief Public Utilities Regulations Officer

Poblacion, New Corella, Davao del Norte 8104

**Negros Oriental***Local Chief Executive*

Hon. George P. Arnaiz

Provincial Governor

Office of the Governor, Provincial Capitol, Dumaguete City, Negros Oriental 6200

Telephone: (035) 225 9983

Fax: (035) 225 4835

Email: [gparnaiz@negor.gov.ph](mailto:gparnaiz@negor.gov.ph)Website: <http://www.negor.gov.ph>*Program Manager: Barangay Agricultural Development Center*

Mr. Gregorio P. Paltinca

Provincial Agriculturist

Daro, Dumaguete City, Negros Oriental 6200

Telephone: (035) 225 2855

*Program Manager: Inter-LGU-NGO Partnership in the Delivery of Health Services*

Dr. Fidencio G. Aurelia

Chief of Hospital II, Integrated Provincial Health Office, Negros Oriental

Bayawan District Hospital, Brgy. Ubos, Bayawan City, Negros Oriental 6221

Telephone: (035) 531 0169

Fax: (035) 531 0485

**Nueva Vizcaya***Local Chief Executive (Current)*

Hon. Luisa Lloren Cuaresma

Provincial Governor

Office of the Provincial Governor, Provincial Capitol, Bayombong, Nueva Vizcaya 3700

Telephone: (078) 321 2551

Fax: (078) 321 2558; (078) 805 7955

Website: <http://elgu2.ncc.gov.ph/nuevavizcaya>

*Local Chief Executive (Award Year)*

Governor Rodolfo Q. Agbayani

*Program Manager: Empowerment of Persons with Disability in Nueva Vizcaya*

Mr. Jovito O. Celestino

Administrative Officer

People's Hall, Capitol Compound, Bayombong, Nueva Vizcaya 3700

Telefax: (078) 321 2617

**Pasay City***Local Chief Executive (Current)*

Hon. Allan Panaligan

Acting City Mayor

Office of the Mayor, Pasay City Hall, F. B. Harrison St., Pasay City 1300

Telephone: (02) 831 5222; 833 3725

Fax: (02) 551 3747

Website: <http://www.pasay.gov.ph>

*Local Chief Executive (Award Year)*

Mayor Wenceslao B. Trinidad

*Program Manager: Philhealth Plus*

Dr. Pilar A. Perez

City Health Officer III

City Health Department, Pasay City Hall, F. B. Harrison St., Pasay City 1300

Telefax: (02) 831 8201

Email: [pperez@pasay.gov.ph](mailto:pperez@pasay.gov.ph)

*Program Manager: Bayanihan Banking Program*

Mr. Rolando A. Londonio

Cooperative Development Officer

Cooperative Development Office, Rm. 319, 3/F Pasay City Hall, F. B. Harrison St.,

Pasay City 1300

Telefax: (02) 551 5233

**Quezon City***Local Chief Executive*

Hon. Feliciano Belmonte, Jr.

City Mayor

Office of the Mayor, 3/F Quezon City Hall High Rise Building,  
Elliptical Road, Quezon City 860

Telephone: (02) 924 3592; (02) 925 6045 local 229 to 232

Fax: (02) 921 6750

Website: <http://www.quezoncity.gov.ph>

*Program Manager: Molave Youth Home*

Ms. Ma. Teresa Mariano

Head, Social Services Development Department

City Social Welfare and Development Office, Quezon City Hall Compound

Elliptical Road, Quezon City 860

Telefax: (02) 924 1440

[lizeyt@yahoo.com](mailto:lizeyt@yahoo.com)

**Sta. Barbara, Iloilo***Local Chief Executive*

Hon. Isabelo J. Maquino

Municipal Mayor

Office of the Mayor, Sta. Barbara Municipal Hall, Santa Barbara, Iloilo 5002

Telephone: (033) 523 9608

Fax: (033) 523 8000

Email: [st\\_barb@iloilo.net](mailto:st_barb@iloilo.net)

Website: [http://www.geocities.com/santa\\_barbara\\_iloilo](http://www.geocities.com/santa_barbara_iloilo)

*Program Manager: Ecological Solid Waste Management Program (2002-2012)*

Lyndofer Beup

Municipal Administrator

Sta. Barbara Municipal Hall, Sta. Barbara, Iloilo 5002

Telephone: (033) 523 9608

Fax: (033) 523 8000

Email: [st\\_barb@iloilo.net](mailto:st_barb@iloilo.net)

**Tabok, Mandaue City***Local Chief Executive*

Hon. Emilio Rosal

Punong Barangay

Barangay Hall, Barangay Tabok, Mandaue City 6014

Telephone: (032) 421 4288; 344 1085

*City Local Chief Executive*  
Hon. Thadeo Z. Ouano  
City Mayor  
Office of the City Mayor, City Hall, Mandaue City, Cebu 6014  
Telephone: (032) 345 2233  
Fax: (032) 346 0784  
Email: [mandaue@cvis.net.ph](mailto:mandaue@cvis.net.ph)  
Website: <http://www.mandauecity.gov.ph>

*Program Manager: Barangay Waterworks System*  
Punong Barangay Emilio Rosal

**Tuguegarao City**  
*Local Chief Executive*  
Hon. Randolph S. Ting  
City Mayor  
Office of the Mayor, Tuguegarao City Hall, Tuguegarao City, Cagayan 3500  
Telephone: (078) 844 2870  
Fax: (078) 844 2894  
Website: <http://elgu2.ncc.gov.ph/tuguegarao>

*Program Manager: Tuguegarao City Agricultural and Fishery Modernization Program*  
Evangeline C. Pineda, DPA  
City Agriculturist  
City Agriculture Office, Tuguegarao City Hall, Tuguegarao City, Cagayan 3500  
Telephone: (078) 846 1432  
Fax: (078) 844 2894

**Zamboanga City**  
*Local Chief Executive*  
Hon. Celso L. Lobregat  
City Mayor  
Office of the City Mayor, 2/F City Hall, Valderosa St., Zamboanga City 7000  
Telephone: (062) 991 6703; (062) 991 2295  
Fax: (062) 991 1889  
Website: <http://www.zamboanga.gov.ph>

*Program Manager: Effective Partnership towards an AIDS-Free Zamboanga City*  
Dr. Rodel M. Agbulos, M.D.  
City Health Officer  
City Health Compound, Pettit Barracks, Zamboanga City 7000  
Telephone: (062) 991 3780  
Fax: (062) 991 5421  
Webpage: <http://www.zamboanga.gov.ph/cho/choweb.htm>

## Scaling Up Replication of Exemplary Governance Practices

For more than a decade, Galing Pook has put together a harvest of best and innovative practices through its awards program. These practices have proven to be effective, efficient and have greatly improved local systems, management and service delivery.

The Galing Pook Award has evolved into a coveted local governance award, with a roster of 215 local governance programs showcasing best practices as proofs that devolution works in the country despite the challenges that goes with the process.

Aside from the recognition of these exemplary programs, Galing Pook Foundation assists in building the capacities of local government units by disseminating, popularizing and replicating these practices. To accomplish this, the Foundation provides the venue in the form of learning and replication circles that will serve as a means for policy discussion, model building and cross fertilization of lessons among local governments.

By providing the venue to share, discuss, explore and adopt best practices, Galing Pook hopes that LGUs will be able to explore their potential, respond to local needs, maximize their resources, — and, realize good governance.

Galing Pook employs several modes to pursue its replication efforts:

### **Kaban Galing**

The *kaban galing* is a case bank of best practices that serve as a resource kit and an input to the replication process. Exemplary programs and best practices in local governance are packaged using popular print,

audio, video and interactive CD formats to heighten public awareness and vigilance of citizens to sustain good governance programs.

The focus of the documentation is to highlight tools, methodologies and strategies that will be useful in the replication efforts.

### **Winner's Circle**

A conference workshop series involving past Galing Pook winners and other award-giving bodies with selected LGU officials. This sharing and dialogue between and among LGU winners and international counterparts will provide new perspectives and strategies to local leaders on how to address development and governance concerns in their localities. Galing Pook winners are also organized as a resource pool for peer to peer learning.

### **Palihan ng Galing**

A technology exchange workshop series on specific development themes where LGUs, civil society organizations (CSOs) and governance experts will analyze award-winning programs against their own situation towards identifying and refining framework, strategies and tools to facilitate replication. This exchange hopes to catalyze capacity development in local governance and sharpen responses to address local problems.

### **Galing Pook Natin**

This is a community-based replication program that will allow a group of LGUs to adapt a refined framework, strategies and tools in a collaborative arrangement with Galing Pook and other governance institutions and CSOs. The Foundation provides technical assistance in program design, monitoring and evaluation, case study documentation and mass media popularization while LGU adaptors and their partners provide on-site resources.

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Finally, and certainly not the least, Galing Pook extends its gratitude as well as commendation to the local government units, officials, and constituents represented and showcased in this publication. Without their programs worthy of replication, this project would not have been a reality.

*Mabuhay kayong lahat!*



**Galing Pook Foundation**

Rm. 1604 Jollibee Plaza, Emerald Avenue, Ortigas Center  
1605 Pasig City, Philippines  
Tels. (+632) 687-1347 to 48, Website: [www.galingpook.org](http://www.galingpook.org)