

FROM COLLABORATION TO ANIMOSITY: RESIDENTS, NON-GOVERNMENTAL
ORGANIZATIONS (NGOS) AND QUASI-PUBLIC AGENCIES
IN THE DELIVERY OF LOCAL SERVICES

by

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Introduction

Participation or cooperation by residents, non-governmental organizations and quasi-public agencies in the delivery of local services has been a governmental methodology since 1950s, when then President Ramon Magsaysay inaugurated a nationwide community development program. Multi-purpose workers, armed with participatory strategy, were deployed in villages, assisting people in identifying community problems and finding means to solve them by themselves. While the community development of the 1950s was abandoned, the lessons and experience in community empowerment and participatory development of that movement were not completely forgotten and were revisited from time to time in the contemporary process of participatory development.

The rhetorics of the Second Development Decade mandated the involvement of service beneficiaries in the planning, implementation and evaluation of government programs. The Marcos government during that time required participatory strategies for practically every government projects. Due to its authoritarian features, participatory approaches were however used as a control strategy and to mobilize the inhabitants for political consolidation. Village brigades, youth organizations and other associations were organized in name of participatory approach but for political consolidation in intent and in practice.

The present dispensation which was installed in the helm of political power through "people power" has taken a stronger stand in favor of participatory and cooperative service delivery rather than its predecessor. The idea that residence, non-governmental organizations

and quasi-public agencies as partners in the production / delivery of public goods / services has been enshrined in the constitution. The principle that democracy is a government where the people are supreme and that citizens are involved in the planning, implementation and evaluation of programs that affect them, is often articulated by this regime. But in reality, a large part of the public remains apathetic and silent.

A growing number however is becoming involved, and their influence is best felt through the non-governmental organizations they have established or joined. The alarming poverty problem and the despair of the international community in how government carryout developmental functions, the NGOs loom as a major alternative delivery mechanism for much-needed public goods and services. At the same time, to some extent quasi-government agencies is being used in the operation of public utilities like water and power. Several private corporations have also joined some selected local government units to help promote local development. The involvement of these various groups - residents, NGOs and quasi-public corporations - in the service of local communities will be explored in this country paper.

This paper was written through review of literature, observations, and experiences working on local development. It attempts to present an analysis of the state of the art on how local services is carried out getting participation and cooperation by residents, non-governmental organizations, and quasi-public agencies and private sector to some extent.

This paper is divided into six parts, first is an introductory portion, followed by an overview of the structure and levels of Philippine government. The third part discussed participatory efforts in the delivery of local services. Two case studies are then discussed. The delivery of local social services is analyzed in part four while the fifth part focuses on the administration of agro-forestry project. Finally, a concluding remarks is presented in the sixth part.

I. Structure and Levels of Government

The Philippines reverted to a presidential form of government under the Constitution of 1987, relegating to a historical footnote Marcos'

alliance with the semiparliamentary system patterned after the French. The Philippines functions under a unitarian structure and manifests the centralization that implies, despite elected local officials. Local governments continue to be financially dependent on the national government and are subject to stringent controls in their exercise of delegated power (Carinos and Carada, 1990).

In a presidential system like the Philippines, the President is the Head of State and the Head of Government. The Central Government is composed of the President as the head and members of the Cabinet, the member of the Cabinet including heads of executive bureaus and offices under them are within the control, not merely supervision of the president. The president has the power to validly and constitutionally overrule their decisions (Nolledo, 1987:75).

As a unitary state, the Philippines has no intervening level between the national government and local governments as in a federal system of governments (see Appendix 1: Structure of the Philippines Government). The lowest level of governance are the local government units: provinces, cities, municipalities and "barangays". The Constitution guarantees that they shall enjoy local autonomy. But being in a unitary state, "the national government defines or delimits the criteria and manner of their creation; their rules, powers and organizational structure; the rules for selecting their leaders and the modes of citizen participation in local governance (LGC, 1988:2). As head of government, the president exercises general supervision over local governments.

The Philippine local government system is a network of 73 provinces, 2 sub-provinces, 60 cities, 1,534 municipalities and about 41, 657 "barangays" (ELGS, 1988:1). As mandated by the 1987 constitution, these political and territorial subdivisions should enjoy local autonomy and should have the power to create their own sources of revenues. They are also entitled to a just share in national taxes and to an equitable share in the proceeds of the utilization and development of national wealth. And these are not enjoyed by local governments at the time of this writing.

Local government units are created to govern local affairs and to administer the delivery of local services. They are vested with

governmental and corporate powers. The President of the Philippines exercises through the Department of Local Governments, general supervision over local governments to ensure that all laws are faithfully executed. On the other hand, Congress is mandated by the Constitution to enact a local government code which will govern the organization and operation of local units.

To promote public welfare, local units provide for the construction and maintenance of roads and bridges, drainage and sewerage system, irrigation canals, public school buildings and other public buildings. Local government units are also responsible for environmental sanitation, street lighting and provision of utility like water and power. They also construct and maintain markets and slaughterhouse and provide other services (if their funds allow) such as education, health, social services, among others. Although the power over police services have been integrated under the Philippine Constabulary, the maintenance of peace and order still remains a primordial responsibility of local chief executives.

However, the functions enumerated above are not solely performed by local units. In the area of health, the Department of Health exercises the lead function and local governments may assist or augment the integrated national health services with local funds. The Department of Education, Culture and Sports exercises jurisdiction and power over all educational institutions, established or supported by any local government. Most services are shared functions between the national government and provinces / cities (with the national government performing substantial role). These services are hospital administration, agricultural extension, and public works and highways.

Cities and municipalities, however, perform function in their own behalf, such as operation of public market, slaughterhouse, cemeteries and maintenance of parks and recreation areas. They also provide environmental sanitation and waste disposal services. Some cities and municipalities operate public utilities like power and water. Barangays on the other hand, administer barangay justice and serve as administrative units for the delivery of services.

Government and NGO Collaboration

A. Government Organizations with Liaison Desks and/or Joint Councils
with NGO

Office of the President:

Presidential Management Staff
Peace Commission
National Commission of Women

Department of Agriculture:

Agricultural and Fisheries Council
(National, regional levels)
NGO Outreach Desk

Department of Agrarian Reform:

NGO Desk
Agrarian Reform Committees (Presidential, provincial,
barangay levels)
Bureau of Agrarian Reform Beneficiaries Development

Department of Environment and Natural Resources:

NGO Outreach Desk

Department of Health:

NGO Liaison Desk, Committee on Health Services

Department of Labor and Employment:

Bureau of Rural Workers

Department of Local Government:

Peace and Order Councils (National, regional, provincial,
municipal)

Department of National Defense:

NGO-Military Liaison

Presidential Commission for the Urban Poor:

Advisory Consultative Councils (Local and municipal)

Department of Social Welfare and Development: NGO Liaison
Desk, Public Affairs and Liaison Service

Department of Trade and Industry:

People's Economic Councils (National, regional,
provincial, municipal)

National Economic Development Authority (NEDA):

Development Councils (Regional, provincial, municipal)

B. Government Funding to NGOs

(financial assistance programs directed at NGOs/POs for local
projects)

Office of the President

- a) the President's Social Fund
- b) the National Livelihood Support Fund
- c) the Technology and Resource Center
- d) the Philippine Human Development Corporation
- e) the Livelihood Corporation Fund

Department of Agriculture

- a) Livelihood Enhancement for Agricultural Development (LEAD)

Land Bank of the Philippines and the Philippine Deposit and

Insurance Corporation (PDIC)
Department of Trade and Industry

a) "Tulong sa Tao" Program

Source: Susan E. Wong. Trends and Issues, Facing the Philippine
NGO Community, CENDHPRA, April 1990.

"KABALIKAT: BISNES AT INVONO GOVERNO" PROJECT

List of Partnership

<u>Year</u>	<u>Province</u>	<u>Corporation</u>
1988	Surigao del Sur	Paper Industries Corp. of the Philippines (PICOP)
	Lanao del Sur	Nestle Philippines, Inc.
	Sulu	Economic Development Foundation (EDF)
	Tawi-tawi	Economic Development Foundation (EDF)
	*Eastern Samar	Pepsi-Cola Bottling Company
	Benguet	Colgate-Palmolive Philippines, Inc.
1989	Laguna	Integrated Farm Management Corp., Inc.
1990	North Cotabato	Nestle Philippines, Inc.
	Negros Oriental	Ayala Agricultural Development Corp. (AADC)

1991	Sorsogon	Colgate-Palmolive Philippines, Inc.
	Sultan Kudarat	Magsaysay & Sons Company, Inc. (M & S)
	South Cotabato	Dole Philippines, Inc.
	Bukidnon	Del Monte Philippines

* Under new management/for renegotiation

Source: Provincial Development Assistance Program (PDAP),
Department of Interior and Local Government
Privatization in Korean Local Authorities