

**Quality Public Service through Collaborative
Governance in the Philippines:
Focus on Selected 2018 Galing Pook Awardees**

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Abstract

This study analyzes how collaborative governance has shaped the delivery of public services in the Philippines. It focuses on selected outstanding local governance programs, which got recognized as the Galing Pook (GP) Awardees for 2018. The GP Awards, which literally means ‘the excellent place’, have for the past 25 years awarded programs that have become models of good governance and sustainable cities and municipalities in the country. These exemplars have a) led to positive results and impacts on the community they serve; b) promoted people’s participation and empowerment; c) showcased innovation, transferability and sustainability; and d) epitomized efficiency of program service delivery. These GPs have also become exemplars for innovative solutions to common and shared problems in our planet (www.galingpook.org).

The research basically theorizes that collaborative governance, which goes beyond the authorities or the public leaders, is needed to deliver quality public services; especially since many of the development problems in local government units have become too complicated to be resolved by only one stakeholder or leader. It also hopes to infer lessons and implications on good local governance and quality public services for sustainable cities in the Philippines.

The qualitative method was mainly used to discuss the narratives at work. Secondary materials, reports and GP nomination submissions, were examined to shed light to these concerns.

keywords: collaborative governance, Galing Pook, quality public services, sustainable cities and municipalities

Introduction

The discipline of Public Administration has moved beyond the State and now encompasses market and civil society in its embrace. It has moved from “governing” or State or bureaucracy-centric paradigm to “governance”, which is now concerned with managing the affairs of society, giving to each domain, e.g., government, business, civil society organization, the role/s it can do best (Carino 2008; also in Reyes et al. (eds.) 2015). It has changed its focus from bureaucracy only, to that of collaboration of various stakeholders in the context of the network society, presumably to bring about better quality public services.

Public administrators have also blurred the lines between the people, the private sector and the government. Although bureaucracies still remain, public administrators have begun to recognize, considering ‘wicked problems’ and complicated development challenges, that more can potentially be achieved by collaboration and networking (Morse and Stephens 2012).

Governance has also evolved to various forms, from conflictual and adversarial to consensus building to collaborative networks. Collaborative governance has emerged as a response to the failures of downstream implementation and to the high cost and politicization of regulation. It has developed as an alternative to the adversarialism of interest group pluralism and to the accountability failures of managerialism (especially as the authority of experts is challenged). More positively, one might argue that trends toward collaboration also arise from the growth of knowledge and institutional capacity beyond the monopoly of the State. As knowledge becomes increasingly specialized and distributed and as institutional infrastructures become more complex and interdependent, the demand for collaboration increases. The common metric for all these factors may be, as Gray (1989) has pointed out, the increasing “turbulence” faced by policy makers and managers (Ansell and Gash 2008, 544).

I. The Research Problem

This study aims to analyze how collaborative governance has shaped the delivery of public services in the Philippines. It focuses on selected outstanding local governance programs, which got recognized as the Galing Pook (GP) Awardees for 2018. The GP Awards, which literally means ‘the excellent place’, have for the past 25 years awarded programs that have become models of good governance and sustainable cities and municipalities. These exemplars have a) led to positive results and impacts on the community they serve; b) promoted people’s participation and empowerment; c) showcased innovation, transferability and sustainability; and d) epitomized efficiency of program service delivery. These GPs have also become exemplars for innovative solutions to common and shared problems in our planet (www.galingpook.org).

Specifically, this research aims to examine the narratives of selected top local governance programs of the 2018 Galing Pook Awards, from the lens of collaborative governance that may make for sustainable cities and municipalities. As Ansell and Gash (2008) aver, ‘collaborative governance has replaced the adversarial and managerial modes of policymaking and implementation by bringing together public and private stakeholders and engaging them in consensus-oriented decision-making.’ This “governing arrangement... *is formal, consensus-oriented, and deliberative, and aims to make or implement public policy or manage public programs or assets collectively*’ (Ansell and Gash 2008, 544). Sustainable cities (and municipalities) have game-changing programs for the people, planet and profit that balance the immediate needs of today without compromising the needs of the future (www.weforum.org).

How collaborative governance happened will be examined using the framework of the study in Fig. 2 below. Specifically, this would mean fleshing out from the GP cases, the (policy or developmental) problem/s that they fixed (situation before), the policy solution as manifest in the program which was designed and implemented; and in between, the collaborative process and governance that occurred focusing on the roles of the leader/s and other stakeholders and the governing arrangement in place.

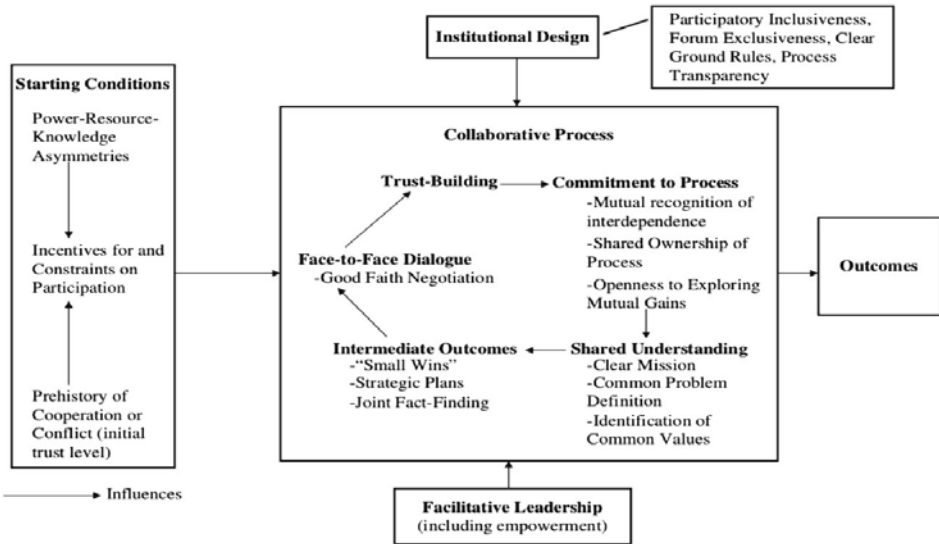
The research basically theorizes that collaborative governance is needed to solve complicated shared development problems in local governments. Such involves leaders and stakeholders beyond the State authorities.

It also hopes to infer lessons and implications on good local governance and quality public services for sustainable cities.

The qualitative method was mainly used to work on and meet these objectives. Secondary materials, reports and GP nomination submissions, were examined to shed light to these concerns. The 2018 Awards was specifically chosen because the researcher was a member of the National Selection Board that evaluated and screened the winners.

With regard to the conceptual lens of the study, Ansell and Gash (2008, 550; See Fig. 1) model is temptingly too powerful to use for this study. The model has four broad variables — starting conditions, institutional design, leadership, and collaborative process. It was borne out of a systematic analysis of 137 international cases where, public participation, collaboration, co-management and attempts to implement collaborative governance in particular sectors were found. It was rigorously done and took them years to develop and fine tune.

For this paper, this researcher adopted a ‘simplified’ narrative analysis of collaborative governance, i.e., the finer variables in Fig. 1 above will not be tested or validated as binding or true in the GP winners/cases. Guided by Fig. 1’s main variables, however, it will uncover how collaborative governance generally happened on the ground, e.g., in the outstanding local governance programs of GP.

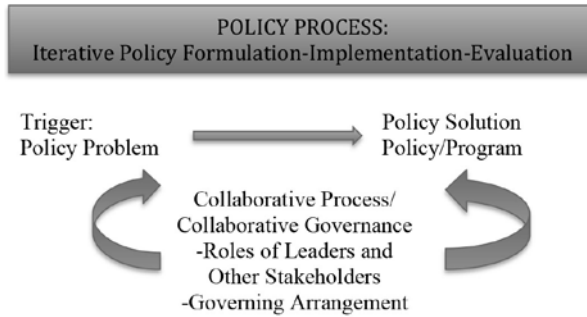


Source: Ansell and Gash 2008, 550.

Figure 1: A Model of Collaborative Governance

In other words, for lack of material time and resources, the study would be into model testing or validation of Ansell and Gash' (2008) finer findings and key variables but into inferring from the narratives of selected GP winners, how collaborative governance happened. The latter would mean fleshing out from the cases, the (policy or developmental) problem/s that they fixed (situation before), the policy solution as manifest in the program which was designed and implemented; and in between, the collaborative process and governance that occurred focusing on the roles of the leader/s and other stakeholders, as well as the governing arrangement in place (Fig. 2).

This framework will be anchored on the policy process, which is a cyclical and iterative process of policy problem (re) definition, policy formulation, implementation and evaluation (Mendoza 1998). It usually 'starts' with a trigger or a policy problem that would be solved, an analysis of policy alternatives and solutions, and an adoption of a preferred solution. In these processes, collaborative governance will be uncovered initially from the process of policy formulation to implementation.



Source: Author's Creation. Mendoza, 2019 as adopted from Ansell and Gash 2008, 550

Figure 2: Simplified Narrative Analysis Framework of Collaborative Governance.

II. The Galing Pook Awards and the Top Local Governance Programs for 2018

The Galing Pook Foundation is a leading resource institution that promotes innovation, sustainability, citizen empowerment, and excellence in local governance. It promotes excellence in local governance through the recognition, sharing of information and support of efforts to replicate best practices at the local level. It recognizes innovation and excellence in local governance through its pioneering program called the Galing Pook (GP) Awards. The Awards started in October 21, 1993 under the joint initiative of the Local Government Academy-Department of the Interior and Local Government, the Ford Foundation, and other individual advocates of good governance from the academe, civil society and the government. The Asian Institute of Management carried on the awards program until 2001. Earlier in 1998, the Galing Pook Foundation was formed as a juridical institution to sustain the program. (www.galingpook.org)

Since 1994, more than 250 programs have already won recognition. The Galing Pook winners are chosen each year from a wide array of programs from local governments after undergoing a rigorous multi-level screening process. The winning programs are selected based on, among others, whether the programs a) led to positive results and impacts on the community they serve; b) promoted people's participation and empowerment; c) showcased innovation, transferability and sustainability; and d) epitomized efficiency of program service delivery. The weights for these criteria are in the GP website (www.galingpook.org).

For 2018, the top 10 local governance programs are the following:

1. Cagayan De Oro City: "No Vote, Ibot" No More: Emancipation of the Piso-Piso Beneficiaries Program
2. Bindoy, Negros Occidental: From Ridge to Reef Program
3. Del Carmen, Surigao Del Norte: Siargao It Up: The Del Carmen Mangrove Management Program
4. Iloilo City: Iloilo-Batiano River Development Project

5. Loboc, Bohol: Nurturing Cultural Heritage through Music Program
6. San Nicolas, Ilocos Norte: Preserving Local Cultural Heritage
7. Naga City, Camarines Sur: Barangay eSkwela and Barangay Literacy Worker
8. Navotas City: ACcessible, Holistic, and InclusiVe Education (ACHIEVE) Program
9. Tagum, Davao Del Norte: Tagumpay Works Program and
10. Valenzuela City: Comprehensive Safety and Security Plan (www.galingpook.org).

The 2018 Galing Pook winners are a mix of mainly environmental, socio-cultural, educational and economic programs. Three of these most outstanding programs are environmental management programs: Bindoy's from ridge to reef; Del Carmen's mangrove management; and Iloilo-Batiano River development program. Two are heritage conservation or protection programs: Loboc's music and San Nicolas' preserving local cultural heritage programs. Two are on education: Naga's eskwela and Navotas City's ACHIEVE. One each is on land emancipation (Cagayan de Oro's 'no vote, no ibot' no more); Tagum's employment placement program; and Valenzuela City's comprehensive security and safety plan.

For this paper, primarily because of time constraints, only the first six-listed winners will be the focus of the study. In terms of mix, three are into environmental management, two are on cultural heritage preservation and the last is on land emancipation. A brief description of these winners follows and a case analysis of how collaborative governance happened as inferred from the experiences of these winners is found on the next section.

A The First Six-Listed 2018 Galing Pook Awardees²

1. Cagayan De Oro City: "No Vote, *Ibot* " No More: Emancipation of the Piso-Piso Beneficiaries Program (Galing Pook 2019 Magazine: 8-9)

When elections drew near in Cagayan de Oro City, landless Kagayanons³ feared losing their homes since their tenure was dependent on the incumbent city mayor. The culture of "no vote, *ibot* (evict)" forced informal settlers into patronage politics for fear of losing their homes since they were only given certificates of occupancy instead of legal land titles. In 2015, the city government launched the Emancipation of the Piso-Piso Beneficiaries Program to address this issue, with the aim of issuing legal land titles to 5,036 households at an acquisition cost of the property either in full or on installment basis. The amount from the repayment of acquisition cost given by the beneficiaries will be used to buy other properties to serve another set of informal settlers.

As of the first quarter of 2018, fifteen of the 32-resettlement areas were transferred to the city government, and 840 households have been given their own titles. As of October 2018, three additional properties were transferred to the city, for division and distribution of titles to beneficiaries.

Acknowledging that the housing needs of the city needed the collective effort and active participation of the constituents, the city government called on all stakeholders for the Cagayan de Oro Housing Summit to address the housing problem and synergize efforts of all sectors in the city. The summit produced a Manifesto of Support signed by different groups that identified seven major areas of concern: (1) Security of Tenure; (2) Land Acquisition, Development, and Housing Construction; (3) Livelihood and Employment; (4) Health, Education, and Environment; (5) Public Safety and Peace and Order; (6) Infrastructure and Basic Services; and (7) Creation of the City Housing Department and Strengthening the Homeowners Associations (HOAs).

The results of the Housing Summit allowed the city government to align the objectives of the program to effectively meet the needs of the beneficiaries. Orientation workshops on the process of land titling were conducted to build support and understanding around the program. The program provided clear procedures on the land titling process that guided program implementation.

To achieve the program's objectives, the Task Force for the Emancipation of Pi-so-Piso Beneficiaries (TFEPB) served as the platform for various government agencies such as the Housing and Urban Development Coordinating Council (HUDCC), National Housing Authority (NHA), Registry of Deeds as well as representatives from local offices and other line agencies, to coordinate and work together in the processing of land titles. The TFEPB also mobilized experts such as geodetic engineers, assessors, real estate experts, community development specialists, land-use planners, and researchers to provide necessary technical inputs in the land titling process. To sustain the program, the functions of the TFEPB will eventually be turned over to the City Housing and Urban Development Department.

Mentoring of homeowner association officers on the land titling process was also conducted to deter them from availing services of fixers. The involvement of the homeowner associations helped build ownership around the program and has resulted in the active participation of the informal communities in the program. With original land titles in the hands of informal settlers, the program has made informal settlers truly Kagay-anons who lead meaningful and dignified lives, and let them become productive partners of the city government.

2. Bindoy, Negros Occidental: From Ridge to Reef Program (Galing Pook 2019

Magazine: 6-7)

Out of 10,975 hectares of forestland in Bindoy, only 1,420.92 hectares of natural forest remained in 2010 caused by illegal tree cutting and the use of *kaingin*⁴ method. In 1998, the Department of Environment and Natural Resources (DENR) declared that the Mantalip Reef was devastated due to dynamite fishing, *muro-ami*,⁵ and compressor fishing with the use of cyanide. These alarming trends prompted the municipality to launch the Ridge to Reef Program to implement social and technical approaches to address the degradation of upland and coastal ecosystems by adopting alternative strategies for

farmers and fishermen to earn their living while preserving the environment.

Given that 70% of its population consists of farmers and fisherfolk, the municipality launched a campaign to educate its constituents on the need to preserve the environment, which serves as their main source of livelihood. The program applied two approaches, upland resource management and development, and coastal resource management and development. For the upland, farmers and other stakeholders were consulted on what crops to plant, and farmers were given cash incentives ranging from PhP1,000-5,000 per hectare to plant timber, bamboo and coffee.

In partnership with the DENR and the National Greening Program (NGP), the municipality achieved increased forest cover from 1,420.92 hectares in 2010 to 5,420.92 hectares in 2018. Moreover, 2,828 hectares of timber plantations, 200 hectares of agroforestry, 620 hectares of coffee plantations, 125 hectares of native trees, and 85 hectares of bamboo plantations were revitalized. Its 75 hectares dedicated for cacao and rubber had an 86% survival rate. There was also an increased appearance of bird species, which initially disappeared prior to the implementation of the program.

The coastal resource management and development efforts led to the creation of a 65-hectare marine sanctuary covering five (5) coastal barangays. To revive the Mantalip Reef, the municipality collaborated with the World Bank and mobilized PhP 1.5 million funding support for the construction of the Mantalip guardhouse and patrol boat. This was part of the municipality's efforts in providing 24/7 protection of the 46-hectare Mantalip Reef. The guardhouse was also expanded to accommodate a visitors' area and was later developed as an eco-tourism destination in 2008.

The presence of the Black-spotted Snapper, commonly known as *alumahan* (Tagalog) or *labongan* (Visayan), which had not appeared for more than eight years, was a positive indication of the municipality's success in its conservation efforts. Bindoy also deputized 42 sea rangers in all six coastal barangays to monitor any illegal fishing activities. Local fisherfolk were able to coordinate with and report any illegal activities to the sea rangers and the Bantay Dagat (literally means Guardians of the Sea) using a telephone hotline.

With the strict enforcement of the law against illegal fishing and kaingin, the municipality observed an increase in fish catch from 1-2 kgs in 2010 to 4-5 kgs in 2016. There was also an improved hard coral cover from 43.6% in 2012 to 59.5% in 2017.

In 2012, the municipality of Bindoy partnered with an NGO, Rare Philippines, to implement a social marketing campaign on marine conservation. Called the Pride campaign, various activities were undertaken to help fisherfolk change their traditional ways of fishing, which were harmful to the environment. These included games, information materials, and community events, which were designed to promote deeper understanding on the value of preserving coastal resources as well as modify harmful fish-

ing practices. Social marketing was incorporated in local festivities such as the Fisherfolks' day and Libod Sayaw⁶ festival to generate broad participation. The Pride campaign culminated in the creation of their own mascot called "Lovie", representing the resurgence of the Black-spotted Snapper following Bindoy's conservation efforts.

The environmental conservation efforts of Bindoy municipality received several citations such as the 2018 Gawad Tugas Award for Region VII Biodiversity Conservation and Management, 2017 Ocean Hero Award for Best Managed Marine Protected Area in the Philippines, among others.

3. Del Carmen, Surigao Del Norte: Siargao It Up: The Del Carmen Mangrove Management Program (Galing Pook 2019 Magazine: 10-11)

Housing the largest contiguous mangrove forest cover in the Philippines, with approximately 1,900 fishing households, the Municipality of Del Carmen depends on its mangrove for livelihood. Covering 27 kilometers in length and at least 500 meters in width, the mangrove block is the habitat of various species especially the endangered Philippine saltwater crocodile as well as the Philippine Cockatoo. However, due to the heavy reliance on these marine resources, there were rampant mangrove cutting, gleaning and dynamite fishing that threatened to endanger the mangrove ecosystem.

The Municipality of Del Carmen launched Siargao It Up! The Del Carmen Mangrove Management Program in 2013 in the hope to transform mangrove cutters into fisherfolk, and illegal fishers into boat guides in order to preserve the mangrove forest, and at the same time maximize its tourism potential. The program partnered with various organizations and the private sector in the operationalization of the program, which includes capacity building activities, community organizing, educational advocacy campaigns, and funding for livelihood innovations.

A Mangrove Management Plan was formulated with the participation of various stakeholders to systematically implement activities that will address mangrove cutting and illegal fishing. The plan was also science-based as the municipality partnered with scientists to effectively preserve the mangrove forest. Another highlight of the plan was the monitoring and evaluation mechanism set in place to measure the success of the various activities.

Leading to its inception in 2013, the municipality and various organizations in 2012 conducted numerous information, education, and communication (IEC) campaign activities, using various media including film to inform people of the hazards of mangrove cutting and illegal fishing as well as its long-term impact to the livelihood of the communities. To complement these awareness-raising activities, continuous organizing and training of people's organizations (POs) on alternative sources of livelihood were conducted in the nearby mangrove and coastal areas.

Through its partnership with people's organizations, the municipality conducted reg-

ular mangrove planting and rehabilitation in partnership with the DENR. The program also developed innovative approaches to mangrove rehabilitation such as the use of mangrove propagules with coconut husks. It was found that the mangrove had a 90% survival rate with the coconut husks instead of polyethylene plastic bag and had a better and stable root system. A nursery was established for a stable supply of mangrove propagules to support the rehabilitation program. The use of this simple innovative technology resulted in an average mangrove survival rate of 80% per area planted. Bantay Dagat activities also led to a 200% fish stock increase.

The program also paved the way for the development of the community-based mangrove tours that provided alternative livelihood to 248 beneficiaries, who are either illegal mangrove cutters and fisherfolk and those affected by commercial fishing. Mangrove eco-guides were also trained in 2016 with the support of Shore It Up and MPIC Foundation for them to be Department of Tourism (DOT)-certificate holders. A Mangrove Protection Information Center (MPIC) was established to serve as the tourism receiving center or the jump off point for the mangrove forest tourism tours where educational and art installations were placed about the mangrove forest, its importance and preservation.

In addition, plastic paddleboats were provided to the illegal mangrove cutters with less production cost. These boats can easily be maneuvered in waterways because they are lightweight. They have cheaper materials that can be sourced out locally and relatively with lower cost. Its flexibility and elasticity allow boat makers to develop a more complex boat design, which is more appropriate to the target fishing grounds.

The various initiatives under the program led to the drastic reduction of illegal activities, 95% threat reduction of mangrove cutting as well as 90% decrease in illegal fishing based on a report of Bantay Dagat from 2014-2018. Household family income rose from PhP4,000- 5,000 in 2014 to PhP8,000-10,000 in 2018.

Through the success of the program, the Municipality of Del Carmen received several key recognitions such as DILG Seal of Good Local Governance for 2016, 2017, and 2018; GGGI Climate Champion for Mangrove Management for 2015; and DOT/ATOP 2nd Best Tourism Event of Pearl Awards in 2014.

4. Iloilo City: Iloilo-Batiano River Development Project (Galing Pook 2019 Magazine: 12-13)

Due to rapid urbanization, the number of occupants along the Iloilo riverbank increased and as a consequence, this has resulted to unregulated conversion of riverbanks into fishponds, indiscriminate cutting of mangroves, unregulated waste disposal and informal settlements. The Iloilo River Master Plan was formulated in 2003 under the auspices of the Iloilo River Development Council to engage the people to revive as well as preserve the Iloilo River. The council, which was renamed to Iloilo- Batiano River Development Council (IBRDC) and chaired by the city mayor, provided the venue for interaction and

coordination of programs for the rehabilitation of Iloilo River.

In 2011, two river summits were conducted to serve as the platform for future consensus-based action planning, decision-making as well as the formulation of the Council's objectives and strategies. Dialogue between agencies and stakeholders took place and emerging issues and integrated courses of action were discussed. Recognizing that people's participation and empowerment requires information, the Council embarked on a massive social marketing, information and education campaign.

For this purpose, the Iloilo-Batiano River Development project was developed. It is a collaboration among national agencies, non-government organizations, academe and the city government to rehabilitate the Iloilo River. It benefitted more than 50 thousand residents from 35 barangays living along the Iloilo River in terms of improved health, ecological sustainability, and sense of security and livability. The project was also successful in the relocation of informal settlers along the river bank as well as in the removal of fish pens which resulted in increased fish population, prevention of soil erosion, and preservation of the mangrove's high biodiversity index.

The project also attracted the construction of circumferential and radial roads and the establishment of convention centers, hotels, and condominiums which spurred local economic development, created more jobs and livelihood activities, increased income, and improved quality of life. As part of development of waterway, the Esplanade provided the needed access to Iloilo River and brought a sense of pride and ownership among Ilonggos.⁷ Today, it serves not only as a major tourist destination but also as a venue for many outdoors recreation and healthy lifestyle activities as well as community assemblies.

To ensure the sustainability of the Council, a city ordinance institutionalizing the Iloilo-Batiano River Development Council is currently being drafted. The proposed ordinance will highlight the roles and responsibilities of the city government, member agencies and stakeholders as well as the mechanisms, policies and procedures for the integrated management of the Iloilo-Batiano River System.

The Iloilo-Batiano River Development Council and its accomplishments have been acknowledged through various awards and recognitions such as the 2010 Gold Livcom Award for the "Iloilo River Development Projects", 2011 Special Award for the "Advancing the Iloilo River Development Initiatives Through Integrated Sustainable Management", among others. Among its international partners include the Rivers of the World Foundation, International River Foundation, International Council for Local Environmental Initiatives, CITYNET, Urban Environmental Accord, Brehmen Overseas Research and Development Association, and the US Agency for International Development. The close collaboration with these organizations exemplified the strong public-private partnership that the project was able to achieve.

5. Loboc, Bohol: Nurturing Cultural Heritage through Music Program (Galing Pook 2019 Magazine: 14-15)

The municipality of Loboc had always been known for its musical heritage. Musicians from Loboc had been recognized and invited to perform within and outside Bohol Province. However, the municipal government observed the decreasing number of musicians in Loboc. In a bid to revive the municipality's musical heritage, the Loboc Music Program was launched to provide free education to the youth to encourage them to take up music as a profession. The program offers alternative sources of livelihood while promoting youth development for its constituency.

In implementing the program, the municipality collaborated with the Loboc Youth Education Association (LYEA) composed of representatives from the municipality, private sector and the community of Loboc musicians. The LYEA operates and manages the Loboc School of Music, which was established in 2008. Barangays or villages were also instrumental in the implementation of the program. In the program's initial years, the barangays contributed PhP 10,000.00 each to buy the initial set of musical instruments. They had continuously extended their support through the provision of annual budget allocation of PhP 5,000 from each barangay.

A multi-stakeholder management committee was created to further enhance the program. It is composed of representatives from the municipality, the private sector, the Parents' Association, Department of Education (DepEd), the pool of musicians and teachers, as well as other sectors. The management committee meets quarterly to tackle issues and concerns involving the program, and conducts oversight in the implementation of the program.

Since its establishment in 2008, at least 1,436 enrollees to the program became trained members of the Loboc Youth Ambassador's Band in the Loboc School of Music. The cost of enrollment is covered through the pooled resources of the Loboc municipality and the LYEA. Free classes were offered to students from third grade to high school. Mini-concerts were held to enable the students to apply and hone their skills as well as share their talent to the public.

Engaging local teachers and musicians to pass on their skills through the trainers' training and continuing education program contributed to the positive results of the program. Local musicians and music teachers were organized to serve as a pool of trainers. There are at least 30 musicians living in Loboc today who had been tapped to share their knowledge. The students also earn from their performances to augment and cover school expenses. LYEA partnered with different colleges and universities in Bohol Province to accommodate the growing number of students of the Loboc School of Music.

Of the 298 current members of the Loboc Youth Ambassador's Band, around 69 youth are currently provided with college scholarships from different educational insti-

tutions in the province. As a result, the literacy rate of the municipality increased from 98.9% in 2010 to 99.3% in 2015. It also partly led to the decrease in poverty incidence from 38.6% in 2009 to 24.7% in 2015.

The program significantly changed the lives of the program's beneficiaries by increasing their employment opportunities while promoting the municipality's musical heritage. The program provided employment to successful graduates, which resulted in fixed income for their families. Having a stable source of livelihood did not only improve the people's well being but also empowered them to become productive members of the community.

6. San Nicolas, Ilocos Norte: Preserving Local Cultural Heritage (Galing Pook 2019 Magazine: 20-21)

Convinced that understanding one's history and culture is the key to genuine development, the San Nicolas Cultural Heritage Conservation Program was developed in 2004. The program aimed to increase and deepen awareness in the municipality's rich cultural heritage and at the same time, capacitate and empower cultural workers and target beneficiaries. The program's slogan "*Cultural Heritage, Makakain Ba 'Yan? Maituturo!* (Cultural Heritage, Can It be Eaten? It's Taught!)", aims to address the negative perception that there is no means of livelihood in promoting one's culture.

To jumpstart the program, San Nicolas created its municipal anthem in 2004 entitled, *Ili Nagtaudak*, which was sung in all important events of the municipality, barangays, schools, and business establishments. The program intensified partnerships with various organizations such as the National Commission for Culture and the Arts (NCCA), the Departments of Education (DepEd) and Tourism (DOT) as well as other stakeholders in the production of instructional modules; preservation of old, historical structures; mapping of cultural heritage, and other related initiatives. The San Nicolas Cultural Heritage Mappers (SNCHM) composed of volunteer teachers, barangay health workers, and municipal officials and personnel, identified and documented the municipality's cultural heritage resources for development. It also assisted archaeologists from the National Museum in the conduct of archaeological investigation at the *Daan nga Ili*. The SNCHM and heritage societies in schools ventured on programs to sustain the cultural heritage galleries in schools and barangays.

With the assistance from NCCA, a book was published on the municipality's folk song and dance, called *Agdamdami*, which depicts the way of life of the earthenware workers and the steps in making clay pot. The book was lauded by the NCCA for its novelty and uniqueness, and was endorsed to form part of the Compendium of Philippine Folk Dances. In addition, the municipality supported the updating of the book on the history of San Nicolas by Atty. Manuel F. Aurelio. With the approval of DepEd, the book was integrated in the curriculum of the students to familiarize them with the rich history and culture of the municipality.

Under the program, the Museo San Nicoleño, School of Living Traditions, and the San Nicolas Damili Modular Production Center were established to conserve and promote history and the centuries old *damili* industry. Renowned 2006 San Nicolense of the Year Awardee and the oldest potter in the municipality, Paulina “Nana Paul” Rangcapan, serves as the cultural master. It is no surprise, the center has become a tourist destination for educational tours.

The program resulted in the revival of traditional industries and crafts, improved awareness on culture and history, and increased youth participation. It had also strengthened the participation of interest clubs in schools, classrooms, and cultural shows. The San Nicolas Cultural Troupe, composed of elementary, high school, and college students, joined various festivals and competitions in the province and the region. Presidential Proclamation No. 1832 was issued on 6 July 2009, which declared 2009 as the Centennial Year for the Reconstitution of the Town of San Nicolas, Ilocos Norte, recognizing the role of San Nicolas in Philippine history and national development, and promoted San Nicolas’ rich cultural heritage.

In December 2015, the conservation efforts of the municipality have taken a significant leap when five of the cultural properties situated in the municipality were simultaneously declared as Important Cultural Properties by the National Museum, namely, San Nicolas Roman Catholic Church including the convent and road-side Via Crucis (Stations of the Cross), Municipal Hall (Casa Tribunal), San Nicolas Elementary School (another Casa Tribunal), Valdez-Lardizabal House, and Archaeological Site at Brgy. 24 Sta. Monica (Nagrebcan). These declarations brought an increase in public awareness of the intrinsic part of the patrimony of the Filipino people and created significant tourism activities.

The municipality was further recognized by the Regional Development Council as the Regional Champion in the 2014 Search for LGU Best Practices with its cultural conservation program.

B The Collaborative Governance Process: Some Commonalities and Inferences

Inferring from the narratives of the selected Galing Pook winners of 2018, Table 1 was generated (see Table 1).

Table 1: How Collaborative Governance Happened in Selected Galing Pook Winners

Trigger: Policy Problem	Collaborative Process/Governance	Policy Solution: Policy/Program	Benefits/Impacts
Cagayan De Oro City 2015-2018 (3 years)			
<p>Landless informal settlers/Kagayanos at risk of eviction anytime, and at the mercy of patronage politics (security of land tenure and housing issue)</p>	<p>Stakeholders: Local government officials led by the Mayor, Vice Mayor and other officials, informal settlers, citizens, various land and housing-related national agencies such as the RoD, HUD-CC, NHA, experts, homeowner associations</p> <p>Approaches: consultative CDO Housing Summit that produced a Manifesto of Support with recommended areas of concern. Eventually this became the framework of the Program; Orientation workshops on land titling; creation of Task Force Emancipation of Piso-Piso Beneficiaries (TFEPB); coordination with various land and housing related bodies; collaboration with experts from various professions and the academe; mentoring of homeowner associations</p>	<p>“No Vote, <i>Ibot</i>” No More: Emancipation of the Piso-Piso Beneficiaries Program, which aims to issue legal land titles, and not certificates of occupancy, for a fee, to the informal settlers. Repayment of acquisition cost will be seed money to buy other properties to serve other informal settlers</p>	<p>35 resettlement areas were acquired by the city government; 840 households were given their own titles; several homeowner associations were formed</p> <p>Provided dignity to informal settlers in general</p>
Bindoy, Negros Occidental 2010-2018 (10 years)			
<p>Environmental devastation and degradation, particularly of natural forests because of illegal tree cutting and use of kaingin method, and also of the Mantalip Reef because of dynamite fishing, muro-ami, and compressor fishing, with the use of cyanide</p>	<p>Stakeholders: Local Government led by Mayor, environment officer, farmers and fisherfolks, community groups like the Bantay Dagat, national agencies like DENR with its National Greening Program; development financial agencies like the World Bank; NGOs like RARE Philippines</p> <p>Approaches: Education campaign on the need to preserve the environment, which serves as their main source of livelihood; Consultation on what crops to plant; Cash incentive for planting; Collaboration with an existing National Greening Program;</p> <p>Collaboration with the World Bank Deputizing Bantay Dagat; Use of telephone hot line; Strict implementation of laws against illegal fishing and cutting; Social marketing campaign on marine conservation and valuing Nature (Pride Campaign), which is embedded in cultural activities local to the area</p>	<p>Ridge to Reef Program- a comprehensive upland to coastal ecosystems management and development program</p>	<p>Increased forest cover; increased crop plantation (timber, coffee, bamboo, native trees); appearance of more bird species</p> <p>Creation of a huge marine sanctuary; increased fish catch; increased hard coral cover</p> <p>More local folks embracing nature conservation and participating in its preservation and management efforts</p>

Del Carmen, Surigao Del Norte 2013-2018 (5 years)			
<p>Rampant mangrove cutting, gleaning and dynamite fishing that threatened to endanger the mangrove ecosystem.</p>	<p>Stakeholders: Local government officials led by the Mayor, mangrove cutters, fisherfolks, tourist guides, partner scientists, institutions in the academe, private and public sector, DENR, People's Organizations (POs), Shore It Up and MPIC Foundation, Bantay Dagat</p> <p>Approaches: Adoption of a Mangrove Management Program, which includes capacity building activities, community organizing, educational advocacy campaigns, and funding for livelihood innovations.</p> <p>Use of various media, including film for education, awareness campaigns; training People's Organizations (POs) on alternative livelihood; strict implementation of laws against illegal fishing and mangrove cutting; capacity training to be DoT-certified eco-guides</p>	<p>Siargao It Up: The Del Carmen Mangrove Management Program to transform mangrove cutters into fisherfolk, and illegal fishers into boat guides for mangrove forest preservation and tourism</p>	<p>Drastic reduction of illegal activities, 95% threat reduction of mangrove cutting as well as 90% decrease in illegal fishing (Report of Bantay Dagat from 2014-2018)</p> <p>Increase in household family income rose from PhP4,000-5,000 in 2014 to PhP8,000-10,000 per month in 2018.</p> <p>Innovative indigenous approach to mangrove rehabilitation (with coconut husks) led to high 80% survival rate and 200% increase in fish stock</p> <p>Paved the way for the development of community-based mangrove tours</p>
Iloilo City (2003-2018) (15 years)			
<p>Unregulated conversion of riverbanks into fishponds, indiscriminate cutting of mangroves, unregulated waste disposal and informal settlements.</p>	<p>Stakeholders: Iloilo-Batiano River Development Council (IBRDC), former IRDC led by the Mayor and composed of representatives from the private, public, NGOs, academe sectors; collaboration among national agencies, non-government organizations, academe and the city government</p> <p>Approaches: Crafting of an Iloilo River Master Plan; conduct of two River Summits; dialogue with government agencies and other stakeholders; Social marketing, information and education campaign</p> <p>A city ordinance institutionalizing the Iloilo-Batiano River Development Council is currently being drafted.</p>	<p>Iloilo-Batiano River Development Project generally aimed at rehabilitating the Iloilo River</p>	<p>Improved health, ecological sustainability, and sense of security and livability of residents along the river</p> <p>Relocation of informal settlers along the riverbank as well as in the removal of fish pens, which resulted in, increased fish population, prevention of soil erosion, and preservation of the mangrove's high biodiversity index.</p> <p>Multiplier effects: the construction of circumferential and radial roads and the establishment of convention centers, hotels, and condominiums which spurred local economic development, created more jobs and livelihood activities, increased income, and improved quality of life.</p> <p>The Esplanade provided the needed access to Iloilo River and brought a sense of pride and ownership among Ilonggos.⁸ Today, it serves not only as a major tourist destination but also as a venue for many outdoors recreation and healthy lifestyle activities as well as community assemblies.</p>

Loboc, Bohol (2008-2018) (10 years)			
Need to revive the musical heritage of the municipality; dwindling number of musicians	Stakeholders: Local government led by the Mayor, Loboc Youth Education Association (LYEA), barangay councils, youth musicians, DepEd, PTAs Approaches: Creation and management of the Loboc School of Music; fund raising with barangays or villages; collaboration with the LYEA, DepEd and other institutions and stakeholders; training of trainers; partnering with different colleges and universities in Bohol Province to accommodate the growing number of students of the Loboc School of Music	Loboc Music Program aimed at reviving the municipality's musical heritage	Creation of a Loboc Youth Ambassador's Band Increased employment opportunities while promoting the municipality's musical heritage. Increased literacy rate to 99.3% in 2015 and partly led to the decrease in poverty incidence from 38.6% in 2009 to 24.7% in 2015.
San Nicolas, Ilocos Norte (2004-2018) (14 years)			
Need to increase and deepen awareness in the municipality's rich cultural heritage and capacitate and empower cultural workers and target beneficiaries. Need to counter negative perception that cultural heritage conservation does not pay.	Stakeholders: LGU of San Nicolas, National Commission for Culture and the Arts (NCCA), the Departments of Education (DepEd) and Tourism (DOT), San Nicolas Cultural Heritage Mappers Approaches: Advocacy campaign of " <i>Cultural Heritage, Makakain Ba 'Yan? Maituturo!</i> (Cultural Heritage, Can It be Eaten? It's Taught!)"; creation of a shared anthem for the municipality; harnessing the heritage societies, balikbayans, heritage mappers; encouraging school children to live the heritage experience and serve as guides for the next generation	San Nicolas Cultural Heritage Conservation Program and the establishment of the Museo San Nicoleño, School of Living Traditions, and the San Nicolas Damili Modular Production Center	Revival of the damili indigenous pottery industry; five of the cultural properties situated in the municipality were simultaneously declared as Important Cultural Properties by the National Museum, namely, San Nicolas Roman Catholic Church including the convent and road-side Via Crucis (Stations of the Cross), Municipal Hall (Casa Tribunal), San Nicolas Elementary School (another Casa Tribunal), Valdez-Lardizabal House, and Archaeological Site at Brgy. 24 Sta. Monica (Nagrebcan). These declarations brought an increase in public awareness of the intrinsic part of the patrimony of the Filipino people and created significant tourism activities.

Source: Author's Creation from the Narratives of the 2018 GP Winners.

True to form, these outstanding local governance programs led to positive results and impacts on the community they serve; promoted people's participation and empowerment; showcased innovation, transferability and sustainability; and epitomized efficiency of program service delivery, the four main criteria of the Galing Pook Awards.

Stakeholders, Leaders and the Governing Structure.

The programs addressed complicated development problems ranging from environmental degradation, land tenure security and anemic cultural heritage presence. The stakeholders involved leaders, who functionally are not exclusive to the local chief executives (mayors), but also inclusive of community-based people's organizations (Del Carmen), development councils (Iloilo), youth associations (Loboc), task forces (Cagayan de Oro), and program managers (Bindoy). They to a great extent embraced the shared responsibility of finding solutions to the development problem/s they are faced with. These leaders

are more open to share-rule, more innovative in their approaches and are risk-takers, particularly in confronting the vulnerability of their decisions against the prevailing status quo. In our local parlance, they are *bukas* (open), *matino* (ethical), *magaling* (excellent), *may puso* (with heart) for public service.

Other stakeholders include among others, the culprits and beneficiaries of the programs, themselves. They also include the Bantay Dagat, the scientific community, the academe, non-government organizations involved in social marketing, transforming mindsets, education and skills training, the private sector, including development financial institutions, and other national and local government agencies.

Approaches.

Early on, the leaders have realized that the complicated problems they face cannot be solved overnight by one sector alone, but by almost everyone in the city or municipality. They conducted dialogues, consultations, summits and forums to go to the core of the matter. They consulted, collaborated, cooperated and communicated to define the problem, offer solutions and chart strategies and directions. The Cagayan de Oro Housing Summit, for one, informed the city government to align the objectives of the program to effectively meet the needs of the beneficiaries, address the housing problem and synergize efforts of all sectors in the city. The San Nicolas Heritage Conservation Project ‘talked’ with the people to retrace their rich cultural tradition, relive and ensure that the children and the next generation will know, remember and appreciate.

Carrots and sticks were employed particularly with the environmental protection and management programs in Bindoy and Del Carmen, e.g., the strict implementation of the laws with sanctions and punishments against erring fisher folks, mangrove cutters, and *kaingeros*; while at the same time, giving them incentives for planting trees and securing the forests and the coastal resources. In addition, they are given orientation sessions, skills training and the like so that they will have alternative livelihood.

Social marketing, valuing nature and transformation of mindset from culprit or destroyer to agent of change, were also common in most of the programs. Informal settlers were given security of land tenure for a fee while educating them to be more conscious of their rights and responsibilities as productive members of the society.

The private sector has been an important player not only in financing projects but also as co-decision maker (Iloilo and Bindoy). Unintended effects of co-regulation of natural resources and co-implementation of social emancipation and heritage conservation projects with the private sector, non-government organizations and the scientific community and academe prove to be many and positive.

Conclusions: Lessons and Implications on Local Governance and Leadership for Sustainable Cities

In place for the last three to fifteen years, these 2018 GP winners delivered quality pub-

lic services and brought about positive effects in their localities. Directly, they contributed to forest and coastal resource regeneration; mangrove protection; emancipation of a number of informal settler households; increased employment; land use regulation along the riverbanks; provided alternative livelihood; increased production and harvest. Indirectly, they have inculcated better appreciation and valuation of nature; reclaimed dignity as a person; spurred economic, social and cultural development in the area. These could not have happened if there were only one or few problem solvers and the vision to a better quality of life today and in the future were not shared by most of the stakeholders concerned.

Their journey, however, is not a walk in the park and did not happen overnight. It was difficult to change mindsets, and transform illegal fisher folks, mangrove and forest cutters, informal settlers and pathetic cultural scenes into guardians of the forest, the sea and other natural resources; productive members of the society; or robust cultural champions, aware of their rich cultural heritage. These programs have shown that change and transformation are possible when leaders are beyond themselves, collaboration in the governance of development projects is at work, and a collective and shared engagement between and among various stakeholders is present.

More researches are however needed to find ways to make collaborative governance a way of life not only in the best local governance programs in Galing Pook, but in the thousands of other municipalities and cities out there. The Philippines has 81 provinces, 145 cities 1489 municipalities and 42,036 villages (www.dilg.gov.ph). The 10 GP winners annually are just drops in the bucket and there is a need to inspire thousands of other local government units out there to share, collaborate and work together, to achieve their vision for an excellent place and prosperous planet, with other stakeholders of the society. The complicated tasks cannot be done alone.

Notes

- 1 Professor and former Dean, National College of Public Administration and Governance, University of the Philippines Diliman.
- 2 This section contains excerpts from the advance copy of the *2019 Galing Pook Magazine*, featuring the 2018 Galing Pook Winners, sent by email to the members of the National Selection Board. The researcher is a member of the Galing Pook and the Galing Pook National Selection Board for 2018.
- 3 *Kagayanons* are the natives of Cagayan de Oro.
- 4 *Kaingin* is basically the slash and burn method employed in shifting agriculture cultivation of forestlands into something else. It is believed to be worse than illegal logging in that no trees or seeds are left after the fire. (www.odi.org/publications/752-kaingin-philippines-it-end-forest)
- 5 *Muro-Ami* Fishing, otherwise known as reef hunting, is one of the cruelest, most cataclysmic forms of illegal fishing that destroys the coral reefs and exploits children. This practice consequently destroys corals which take whole lifetimes to form and causes the deaths of some of these unfortunate children (studyhippo.com/essay-muro-ami).
- 6 The term *libod* means, “to make rounds” in the dialect, and *sayaw*, means, “dance”. The *Libod Sayaw* Festival is celebrated in the town of Bindoy as a thanksgiving for the skills and

kind deeds of its patron saint, Saint Vincent Ferrer, the builder of one of the Catholic Churches in Bindoy (Libod Sayaw Festival of Bindoy - Buglasan Festival - Negros... buglasanfestival.com/.../libod-sayaw-festival-bindoy).

7 *Ilonggos* are the natives of Iloilo.

8 *Ilonggos* are the natives of Iloilo.

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