

The Case Studies

SOCIAL WATCH MONITORING REPORT 2003

A Case Study On Mobilizing Local Resources For Family Planning In Northern Nueva Ecija

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Rationale

Home to 76 million Filipinos, the Philippines is currently the fourteenth most populous nation in the world. In an article written by Dr. Jaime Galvez Tan¹, he states that “the Philippines is one of the few countries in the world with a runaway population growth rate of 2.36 percent. Since 1996, the national contraceptive prevalence rate has been on a plateau hovering between 47 and 49 percent. More than two million Filipino babies will be born this year. That means four every minute, 240 per hour, 5,760 per day.”

By 2005, the population is expected to balloon to more than 84 million. This is increasingly becoming a national concern, in light of the present economic and political instability and widespread poverty in the country. The family, as the basic unit of society, will directly feel the impact of an increasing population size. Since an increase in population size directly translates into diminished access to food, education, health and employment, government must primarily address issues related to:

- (1) increasing incidence of poverty and
- (2) its capacity to provide basic social services that will help improve the quality of life of a growing population and of women in particular.

For most Filipino women, the burden of bearing children and the practice of almost single-handedly rearing a child, exacts a heavy toll on their health and well being. Unless women are empowered to take control of their lives, their fertility, their motherhood and self-realization, they will not be able to fully participate in the process of development. A truly

responsive population management program must take all these things into consideration, rather than just ascribe the phenomena of increasing economic poverty to women's reproductive health.

Issues and concerns that result from sexual and reproductive systems and its related processes are collectively known as women's reproductive health issues. These include pregnancy and childbirth, contraception, abortion, infections of the reproductive tract, and cancers. Family planning under reproductive health is also a major concern. Its importance lies not only in giving the woman control of her body and life, but also includes the benefits a developing country like the Philippines can derive from a manageable population.

While a direct link between population growth and poverty is inconclusive, as some countries where population growth is slow remain underdeveloped, the direct correlation between fertility and poverty is the norm. This is particularly true at the household level. An increase in the number of dependents without a corresponding improvement in the household economic status would translate into diminished access to resources for basic human survival. A large family size hampers the accumulation of physical and human capital. There is, thus, a higher incidence of poverty in households with more members.

Nevertheless, not all countries that have succeeded in their population control programs have experienced development, since population size is but one factor in the development process. For instance, Indonesia continues to exhibit high infant mortality rates despite very high contraceptive use and low

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fertility rates. In countries that have addressed health, education and gender issues in relation to poverty, populations have become manageable.

Family planning is the conscious effort of families to determine when and how many children they are going to have, by whatever means (natural or artificial) they are comfortable with. It encourages families to practice responsible parenthood through:

- (1) birth spacing and
- (2) the proper determination of a family size that can be sustained by family resources.

Factors to consider would be the existing capacities to provide for education, physical and emotional health care. How the Philippine government pushes the family planning/ responsible parenthood program through its line agencies nationwide is dependent on the political will of its national leaders and its program administrators. Statistics cited by Dr. Tan cited in his article present a sad tale: "the total unmet need for family planning in 2002 was 20.5 percent with 10.6 percent for birth spacing and 9.9 percent for limiting births. This is reflective of the general lack of political will of the national leadership to manage population growth, in adherence to an effective population policy".

In the Philippines, the population control program is administered by the government through the Philippine Population Management Program. The impact of the population program has yet to be felt, however, because the relevance of population as a development issue is underestimated. Many interpret family planning as pertaining only to the issue of available living space. Few understand that population control needs to be discussed and evaluated as a program that is related not only to women's reproductive rights, but also to the access and enjoyment of basic economic, social and cultural rights (i.e. education, food security, etc.). Unless treated as such, the program's success rate cannot be fully established.

This is not the only obstacle. Other equally important issues that have to be considered are levels of income and levels of access and control over basic resources. In situations where income levels are low, government will need to establish support systems that

will make goods and services available to all (i.e. subsidized health and nutrition services and basic education services). But in reality, at the macro level, the rapid growth of population makes it harder for government to provide adequate services for the poor, given low budget priority for basic services. The government, therefore, needs not only to strategize, but also to choose appropriate approaches to address the problem.

The Catholic Church's hostility to artificial methods of birth control poses a continuing threat to the effective implementation of the family planning program nationwide. It has consistently and persistently opposed the promotion of artificial family planning methods. Bowing to pressure from the Church, the present government has withdrawn support for the use of artificial methods and now only promotes natural family birth control. Another barrier is the culturally ingrained belief, particularly in the rural areas, that children are the family's instruments for escaping poverty. Many parents view family size as an important gauge of wealth when they have no money to measure it with. It is their belief that a bigger number of children increase the chances for poverty alleviation.

Addressing the issue of gender inequality should be central to the understanding of reproductive health and family planning. To a vast degree, also, the success of any family planning project depends on the adequacy of financial resources allocated for its implementation. This should be coupled with the proper management and utilization of these resources, ensuring that the goals and objectives are met through efficient program implementation.

Highlights Of The Study

Region III or Central Luzon, the third largest among the Philippines' 16 regions, has a population size accounting for 10.50 percent of the country's total. The total population as of 1992 is 1.36 million and is growing annually at a rate of 2.3 percent. It also has one of the highest numbers of individuals below the poverty threshold in rural areas. Its biggest province is Nueva Ecija with a total land area of 564,245 hectares.

A policy research family planning resource flow was conducted by the Philippine Rural Reconstruct-

tion Movement (PRRM) in two local government units in Northern Nueva Ecija: the Science City of Munoz and the upland municipality of Carranglan. The primary objective of the study was to gain a better understanding of the dynamics of the local government unit budgeting process, particularly on family planning. The period covered by the research was from 1997 to 1999. The two local government units were chosen because they registered one of lowest contraceptive prevalence rates among married couples of reproductive age in Nueva Ecija within the research timeframe.

Findings of the Study

Based on generated data during the three year period, average budget allocation for social services was 15 percent for Carranglan and only 9.66 percent for the Science City of Munoz. In terms of actual value, the average for Carranglan was P4.38 million and P3.31 million for the Science City of Munoz. Comparing the average social services allocation to their respective populations, Carranglan with a population of 29,939 recorded a per capita expenditure of P146.39. The Science City of Munoz with its population of 57,697 had a per capita expenditure of only P57.36. Most of the budget allocations for social services were channeled to the City/Municipal Health Offices. Carranglan allocated an average of 72.67 percent and the Science City of Munoz earmarked an average of 87.69 percent to their respective City/Municipal Health Offices. The rest of the budgets went to the City/Municipal Social Welfare and Development Offices.

A big portion of City/Municipal Health Office allocations were for personnel services, covering salaries and compensations. For the Science City of Munoz, personnel services took up an average of

83.10 percent. For Carranglan the figure was 71.33 percent. On the other hand, allocations for maintenance and other expenditures were relatively minimal, with an average 16.01 percent for the Science City of Munoz and only 1.67 percent for Carranglan. Capital outlay allocations were negligible, averaging only 0.66 percent for Carranglan and 0.54 percent for the Science City of Munoz. Despite the minimal budgets, the City/Municipal Health Offices did not utilize all their allocated funds. The Science City of Munoz City Health Office recorded an unspent fund of P317,919.70 and the Carranglan Municipal Health Office recorded a surplus of P54,663.27 during the 1997-1999 period.

Aside from the regular local government unit allocations, the Nueva Ecija Provincial Health Office also supported the family planning programs of the City/Municipal Health Offices. This took the form of quarterly supplies of birth control pills, condoms, intrauterine devices and DMPA (depot medroxyprogesterone acetate). In terms of contraceptive usage, 24.83 percent of married couples in the Science City of Munoz were determined to be using contraceptives. In Carranglan, the contraceptive rate was slightly lower at 22.21 percent of all married couples.

Data analysis

An analysis of the facts presented by the research shows that social services is not the top priority in local government unit allocations, and that budget allocations are directly dependent on the income of local government units. There is also an unusual bias in the distribution of fund allocations in favor of personnel services. The limited allocation for maintenance and other expenditures and capital outlay also hampers service delivery as this results in a short-

Table 1: Budget allocations for social services (1997-1999)

| LGUs | Population size | Actual amount | % | Ave. per head | Health allocations |
|-----------------------|-----------------|---------------|------|---------------|--------------------|
| Science City of Munoz | 57,697 | P3,309,290.27 | 9.66 | P57.36 | 87.69% |
| Carranglan | 29,939 | P4,382,780.28 | 15 | P146.39 | 72.67% |

Table 2: Health services budget spending (1997-1999)

| LGUs | Personnel services | Source | MOOE | Capital outlay | Total unspent |
|-----------------------|--------------------|--------|--------|----------------|---------------|
| Science City of Munoz | 83.10% | CHO | 16.01% | 0.54% | P317,919.70 |
| Carranglan | 71.33% | MHO | 1.665% | 0.66% | P54,663.27 |

age of operational funds and facilities for program implementation. Despite the bias towards personnel services, however, staffing remains grossly inadequate. The family planning program is also short in supplies and limited in family planning method choices since it is heavily dependent on the regularity and availability of supplies provided by the Provincial Health Office. It also shows an alarming decline in the number of new contraceptive users. Despite these inadequacies, it is ironic that the social services budget is actually under-spent. Consequently, the unused funds revert back to the general funds budget, to be used for other purposes.

The results of the research provided a basis for the implementation of an advocacy project under the David and Lucille Packard Foundation. The project was implemented by the PRRM from the third quarter of 2001 to the first quarter of 2003. The main goal of the project was to increase resources for family planning in the Science City of Munoz and Carranglan. The objectives of the project were:

- (1) mobilize interest, commitment, and resources for family planning (and health),
- (2) increase government spending, private sector support, and community contributions.

To implement the project, partners were tapped by the PRRM from the public and private sectors. In the Science City of Munoz, the partnership involved the Rotary Club of Munoz and the KALIKASAN sa Mangandingay people's organization from the private sector and the Committee on Health of the Sangguniang Panlungsod and the Mangandingay Barangay Council from the public sector. In Carranglan, the partners were the Kiwanis Club of Carranglan and the Capintalan United Upland Tribal Association people's organization from the private sector and the Committee on Health of the Sangguniang Bayan and the Capintalan Barangay Council from the public sector.

After 21 months, the partners from the Science City of Munoz were able to generate P3.47 million, 71.49 percent of which came from the public sector and 28.51 percent from the private sector. For Carranglan, the total amount of funds generated was

P638,500.00, where 90.60 percent was obtained from the public sector and 9.40 percent sourced from the private sector. Resource mobilization came in the form of information and education campaigns, actual service delivery, and community project development. By the end of 2002, the Science City of Munoz registered a contraceptive usage rate of 35.73 percent, which is 10.91 percent higher than its 1997-1999 average. Carranglan, on the other hand, registered a 30 percent usage rate, representing an increase of 7.79 percent from its 1997-1999 average.

Challenges And Prospects

In countries that have manifested political will and adherence to an effective population policy, marked improvement in socio-economic standing has been noted. What is currently needed at the national level is a critical assessment of the responsible parenthood program as implemented. This should be done for purposes of redesigning the program and making it sensitive to issues of women's reproductive health. Education on a rights-based approach to population and reproductive health issues needs to be undertaken, and strategies to address the current state of affairs should be drawn up.

One strategy that has been proven effective in many countries is providing access to information and education on reproductive rights to adolescent girls and women. It has been proven that education is a very effective strategy for poverty alleviation. Access to quality reproductive health services also has to be ensured. The problem of limited availability of modern and effective family planning methods, especially among the marginalized groups, will also need to be addressed.

Despite the relative success of the advocacy project in the Science City of Munoz and Carranglan, local government unit response to the Philippine Population Management Program remains inadequate. The minimum desired effect is for local government units to raise family planning to the status of a priority project. Elevating it to such a level would result in increased budget allocation. Local government units should also focus on rights education and women's reproductive rights in particular. Furthermore, local

government units should possess the political will to fully implement the program. They must also be prepared to confront the demands for a responsive and truly responsible family planning program, and address issues related to contraceptive initiative.

The urgency of these reforms becomes even more apparent in the light of the conclusion by year-end 2004 of the 30-year old US-AID funding which has provided the main financial support to the Philippine Population Management Program.

Without doubt, most City and Municipal Health Offices realize that they need more resources for the effective and efficient implementation of their population programs. Here it is important to note that budget allocations are usually decided by the priorities of the local chief executive. But as reflected in the study, part of the funds allocated for social services remained unused, and had to be returned to the general funds budget. Perhaps this is an indication of a lack of political will on the part of the program implementors to fully implement the program.

What needs to be done is to launch an aggressive advocacy campaign which will push for the maximized and efficient use of the social services budget. The first step would be to map-out the actual needs of the communities so that critical areas and urgent priorities can be determined (the barangay local government units can provide inputs on this). Monitoring and ensuring actual implementation and utilization of allocated resources will follow from there.

The barangays are also the most critical allies in lobbying for a bigger social service allocation at both the Sanggunian, as well as the Mayor's level. Complementing lobby work is the need to promote organizational efficiency and fiscal discipline. Pressure can also be exerted on the chief executive officer to trim down the bureaucracy and to allocate more funds for fieldwork expenses and outreach projects, staff development, and upgrading facilities. The ideal budget proportion is 45 percent for personnel services and 55 percent for operations.

Parallel to these activities is building the capacities of barangay local government units to comple-

ment the municipal government's community health and family planning services. Resources from the Internal Revenue Allocation fund of the barangays and contributions from the communities can help generate seed capital for a community health-financing scheme. Given the proper training, community health workers can also be effectively mobilized to lend their expertise in areas where municipal health personnel have been found wanting. They can also help in the design and development of grassroots public health mechanisms

Non-government organizations (NGOs) can also be tapped in developing community-based health mechanisms. Using their own resources, NGOs can infuse additional resources from their projects to the existing government structures and mechanisms. Their vast experience in community organizing and relative bias for the most marginalized can facilitate the development of better mechanisms and systems that will bring public health services even to the most remote areas. A partnership between the City/Municipal Health Office, NGOs and barangay local government units is an ideal springboard for such an endeavor.

To be able to meet the current and unfolding needs of the program, management and technical skills of program personnel must be regularly updated. Focus can then be redirected to urgent and substantial concerns that will address actual needs and maximize impact. It will also help a lot to professionalize all members of the City/Municipal Health Office work force. This would mean the hiring of qualified individuals, and the provision of salaries and field allowances that are commensurate to their efforts and abilities. Physical facilities must also be upgraded to transform the City/Municipal Health Office into a more responsive institution.

Quality reproductive health services should be made available to all. In the context of the study conducted, this would not pertain to contraceptives alone, but also to the more effective weapons of education, communication, improved access to information by the whole population, and to adolescents and women of child-bearing age in particular.

¹ Dr. Jaime Galvez Tan, "Scientists for family planning", *Manila Bulletin*, August 2003.

Local Government Practices in Managing Health Information Systems: The Case of Camarines Sur

By **Monina D. Borromeo**

When the Local Government Code (LGC) of 1991 was enacted into law in 1992, the move was touted as a radical one because it mandated the transfer of power and authority from the central government to the local level. Under the Code, the administrative authority of some national government line agencies over certain public services such as health, agriculture, and social welfare were devolved to the local government units (LGUs). The Code also empowered local governments by giving them more freedom in managing their resources and extending their services to their constituents. It also squarely placed the responsibility for planning at the local level, with the national government providing guidance to this local function.

Under the Code, health care delivery on the ground is based on the local health plans prepared by the local government units. These plans are reviewed and assessed by the Department of Health (DOH) to determine the assistance required by the LGUs. The funds for the operation and maintenance of devolved health services, facilities, health programs and projects are provided by the LGUs.

Problems in the Public Health System

The main responsibility for providing social services to community residents lies with the government. At the local level, public health services are offered by the Rural Health Units (RHUs) and the Barangay Health Stations (BHS). The national government and the private sector also implement various health programs to supplement local efforts.

Doubts have been raised, however, as to the effectiveness of the local government units in extending social welfare services. Local chief executives with limited background on health care tend to focus the

health interventions in their municipalities on the purchase and dispensing of drugs, medicines and medical supplies, and on health infrastructure projects rather than on preventive health care programs and projects, including the intensive information, education and campaign activities required by these.

Ideally, government plans and programs should be based on the actual needs of the people. These can be identified through the health data generated annually through the different health programs and services. Some programs actually use the information for monitoring the health situation in the community and for evaluating the impact of health programs. But the question remains as to whether these pieces of information are actually and purposively utilized by local government units for targeting and planning purposes and in coming up with legislation that address local social development needs and concerns.

Is there an effective system for generating health information from the barangay up to the municipal and even the provincial level? Do local governments have initiatives to monitor and utilize health information? And are they using the information to develop and influence health policies as well as design and implement the appropriate health programs and services?

In an effort to answer these questions, this case study reviews the system for generating and utilizing health data in four municipalities of Camarines Sur, namely, Pili, Nabua, Baao and Buhi.

The rapidly developing town of Pili was chosen as one of the cases for review following the assumption that it has an efficient health information and service delivery system because of its status as a capital town and its proximity to various provincial and regional government offices and health facilities. The

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municipalities of Baa and Buhi, on the other hand, are beneficiaries of the Women's Health and Safe Motherhood Project-Partnerships Component, a collaborative health project between the Department of Health and the European Union, which is implemented locally by the Philippine Rural Reconstruction Movement (PRRM), a nongovernment organization. The municipality of Nabua, meanwhile, has a strong Primary Health Care program that enjoys the assistance of the Provincial Health Office.

Table 1

| | PILI | NABUA | BAAO | BUHI |
|----------------------------|---------------|---------------|---------------|---------------|
| Land Area (in has.) | 12,625 | 8,854.41 | 14,926 | 22,855 |
| Economic Class | 2nd | 4th | 4th | 4th |
| Population | 61,520 (1995) | 70,377 (1999) | 48,359 (2002) | 68,729 (2000) |
| Ave. Growth Rate | 3.23 | 1.62 | 1.62 | 2.1 |
| No. of Barangays | 14 | 42 | 30 | 38 |
| No. of Households | 11,012 (1995) | 12,664 | 9,425 | 13,238 |
| Density (per ha.) | 4.9 | 7.2602 | 3.23 | 3.007 |

The Health Management Information System (MIS) Practices

Data Generation and Reporting

All four municipalities appear to have an existing system of generating health information and employ the same data-gathering process especially at the barangay level.

At the level of the barangay, the health personnel most familiar with the local health situation are the Barangay Health Workers (BHWs), who are at the frontline of the government's public health program and, therefore, are most accessible to community members. The BHWs conduct house-to-house visits and assist in the implementation of various health programs and projects under the supervision of the midwife assigned to the barangay. Apart from the BHWs, there are the Trained Birth Attendants (TBAs) who cater to would-be mothers, although it must be noted that many other women still give birth through the assistance of the untrained *hilot* or midwife.

Barangay health workers and TBAs maintain individual logbooks where barangay-level information is recorded. Aside from these records, a Growth Monitoring Chart and a Home-Based Maternal Record (HBMR) are given to mothers. The Chart and HBMR contain the child and the mother's essential health information, which are updated whenever the mother goes to the barangay health station for a check-up.

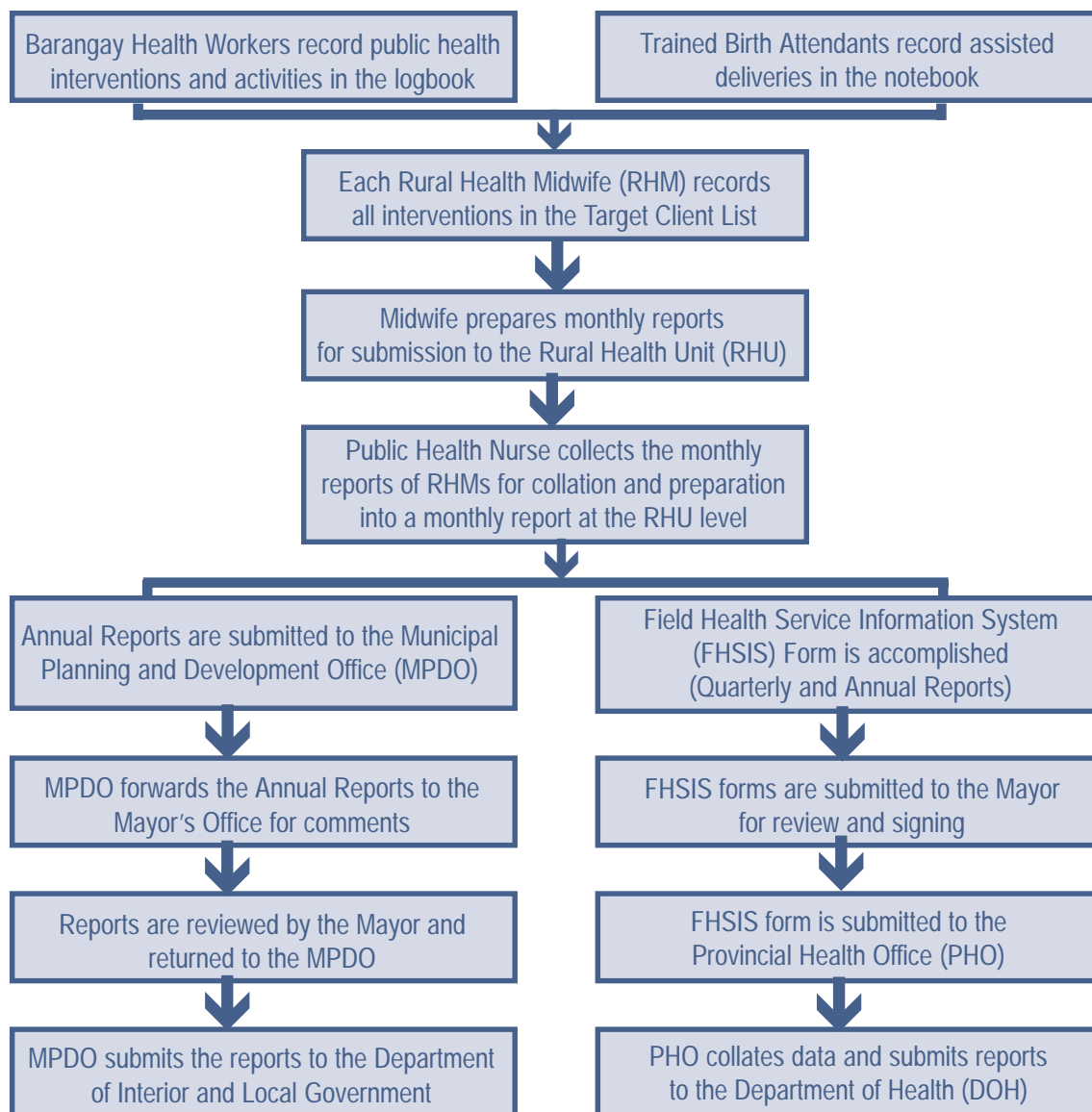
The Rural Health Midwife (RHM) is assigned to a maximum of four *catchment* barangays, which she visits on a regular schedule. Each RHM maintains a Target Client List (TCL), a thick pre-formatted ledger provided by the Department of Health, in which all barangay-level information and interventions are recorded. The TCL contains client information regarding pre-natal and post-partum care, Expanded Program on Immunization, family planning clinic (non-surgical method), tuberculosis (TB) symptomatics, cases under short-course chemotherapy (SCC), leprosy cases, risk children (0-59 months), food and micronutrient supplementation (0-83 months), and new cases of acute respiratory infection (ARI). Based on the TCL, the midwife prepares a monthly report, which she submits to the Public Health Nurse.

The Public Health Nurse (PHN) collects the midwives' reports and collates these into a monthly report at the RHU level. At the end of every quarter, the reports are again consolidated into a quarterly report. The DOH's Field Health Services Information System (FHSIS) Quarterly Form is accomplished and submitted to the Provincial Health Office.

For year-end reports, the FHSIS Annual Form and Forms A1 to A3 are accomplished and other data are presented in the form of tables and graphs. It was observed that the reports are seldom accompanied by a qualitative analysis of the data presented.

The FHSIS forms are noted by the municipal/city mayor before submission. However, there are rural health units that do not regularly submit reports to the mayor's office since the reports, according to the former, are simply set aside by the latter upon receipt and are neither used nor read at all.

Diagram 1
Schematic Presentation of the Information Flow



With regards to submission of reports to the Provincial Health Office (PHO), the rural health units stressed that they may opt not to submit reports to the former since, after the devolution, the PHO no longer exercises direct authority over the local health centers. To ensure the collection of the FHSIS forms, however, the PHO assigns one of its personnel to go around the different municipalities and collect the accomplished forms.

The study revealed that at least 88 percent of the RHUs in the province of Camarines Sur submit reports to the PHO without any prodding. Some RHU personnel explained that even if they have the option not to submit reports to the PHO, they fear that non-submission might result to the issuance of a memorandum and lesser amount of medical supplies, i.e., vaccines, by the provincial office. Even with the devolution of authority, the Provincial Health Office

continues to implement all health programs and retains the responsibility for the release of medical supplies to the municipalities and cities.

At the municipal level, the reports are submitted to the local government unit at the end of the year. The reports from both the Rural Health Unit and the Social Welfare Office may go directly to the Office of the Mayor, as in the case of Baao and Buhi, or may be submitted to the Municipal Planning and Development Office (MPDO), which forwards these to the Mayor's Office for comments and signing. The reports are then returned to the MPDO for finalization as in the case of Pili and Nabua. From the mayor, the municipal planning officer forwards the report to the Department of Interior and Local Government (DILG).

The information generated at the RHU level include infant mortality rate, maternal mortality rate, general mortality rate, morbidity rate, Operation Timbang (OPT) and immunization, number of family planning (FP) acceptors, and the level and extent of access to water and sanitation.

Data Utilization

Health information is important in determining the exact health needs of the community. Even respondents recognize the importance of information as a tool for management and planning. The data are used by the different offices and by researchers conducting certain studies in the municipalities. Health information is necessary in allocating budgets, setting targets for health programs, measuring and analyzing performance through monitoring and evaluation, and, ultimately, in identifying the necessary actions to be undertaken.

It appears though that the available information is not actually used by local governments as a basis for planning. Respondents from all four municipalities stated that the approval of programs and projects and the allocation of funds are dependent on the priorities and discretion of the local chief executives, not on the actual needs of the community as indicated in the data gathered. Low prioritization of health was also very evident. In one planning session in Baao, health was placed at the bottom of the list of

priorities, next to agriculture. It was only after a municipal councilor talked about the importance of health did health rise up in the rank of priorities.

Feedbacking System

Respondents stated that before the devolution, the Provincial Health Office held regular meetings in which health information from the municipalities were presented and analyzed. Data evaluations were done and the Rural Health Units were shown their status and ranking in comparison with other RHUs. But with the present role of PHO now limited to secondary and tertiary health services, these regular conferences are now seldom held. If ever there are meetings, these are usually between the rural health physicians. Feedback from the PHO is now limited to providing important information, e.g., notifiable diseases. The trainings and capability-building activities are conducted by the regional office of the Department of Health, which has the resources for such activities.

Available Data

Pili. The available collated data for this municipality as contained in the municipal profile and the briefing kits of the two rural health units are from 1997 to 2001. The data include the leading causes of mortality and morbidity, the leading causes of infant mortality and morbidity, the family planning methods used by acceptors, nutritional status and environmental sanitation. Data on nutritional status in the municipal profile are from 1995 to 2001.

The RHU I kit includes a short situational analysis and graphical presentations of data on cases of sexually-transmitted disease (STD), family planning acceptors, and pre-natal care. The RHU II kit contains information on the health personnel. What is noticeable in both kits is the absence of data on births attended by health personnel. Apart from the number of births attended, no other data on maternal health is presented.

Baao. Of the four municipalities, Baao has the most complete and available statistical health data from 1990 to 2002, although digging up the information entailed much effort from the nurse. The avail-

able data are on malnutrition, access to water, access to sanitary facilities, attended births, cases of tuberculosis (TB), malaria and HIV, and mortality rate.

Nabua. The available information in this town covers the years 1998 to 2002. The records and documents of the years preceding 1998 were destroyed during the floods that hit the flood-prone municipality in the late 1990s. The available demographic data from the Municipal Planning and Development Office (MPDO), as contained in the latest Comprehensive Land Use Program (CLUP), are only for the year 1999.

Buhi. The available data from the two Rural Health Units are for the years 1998 to 2002, as contained in the 2002 Comprehensive Land Use Plan. The data include all the basic health information such as Operation Timbang, deliveries, rate of malnutrition, family planning acceptors, access to safe water and sanitation, and the leading causes of mortality and morbidity.

MIS Problems

The study revealed that readily available data at the municipal level (RHU and MPDO) are inadequate. Records and documents are discarded after several years to avoid piling up. In the case of Nabua, documents were destroyed during the natural calamities that hit the municipality.

Another problem identified by the study was the non-inclusion of cases referred to by private medical practitioners. Only the Nabua RHU makes monthly visits to private clinics in the area; the RHU 1 of Pili does the same but irregularly. It appears that no established mechanism to regularly monitor cases attended by private doctors is in place.

It was also observed that while information is generated at the level of the barangay, reports are made at the RHU level. There is no collective discussion and analysis of the data that would give the RHU personnel as well as the barangay health workers a clearer understanding of the health condition in their respective barangays and municipalities. For the towns with two rural health units, namely, Buhi, Nabua, and Pili, no collation of data at the municipal

level that would give a clear and comprehensive health picture of the locality was being undertaken.

The generation of data requires the use of resources, e.g., supplies and equipment. The barangay council supplies barangay health workers with record books. The RHU personnel, on the other hand, shoulder the expenses for the photocopying of forms and for transportation during area visits. However, the RHU personnel from all four towns do not have their expenses reimbursed because they find the process too cumbersome. They are required to fill up different forms just to have a small amount of money reimbursed. In the matter of supplies, the RHU staff in Nabua reports that despite repeated requests for provisions, they have yet to receive any.

One of the needs identified to better manage and retrieve the data is a computer system. All the rural health units in the four towns still make use of the traditional typewriter but many believe that a computer would make management of the information easier.

Recommendations

The key informant interview (KIIs) and focus group discussions (FGDs) conducted by the study came up with the following recommendations:

- Track down cases referred by private health practitioners. There is a need to coordinate with the private doctors and to provide them with templates to ease up the monitoring process. Prior to this, however, there may be a need to establish a formal venue to discuss and share with the private practitioners, and to set up a monitoring system with the Local Health Board of the municipality.
- Undertake collective discussion and analysis of the data. This would help the RHU staff to understand better the health situation in their areas of coverage and could lead to actions and plans that would address the needs of the people.
- Present an analysis of the data collected. An analysis of the health information will help planners and external users understand the data better.
- Present the data in an understandable and usable manner. The data represent people and 5 percent may mean 20,000 individuals.

- Consolidate the data so it presents a whole health picture of the town. This is important for planning purposes and applies to municipalities with two or more RHUs.
- Provide for transportation expenses of health personnel for speedy delivery of services.
- Provide the necessary equipment, e.g., computer systems, since these would aid in the management and retrieval of data.
- Institutionalize the planning process at the LGU level.
- Provide sufficient legislations for the health concerns of the people, i.e., budgetary appropriation for feeding of children, treatment of TB patients under category 3 regimen, anti-rabies medicines, etc.
- The Municipal Health Committee or Local Health Board should lobby for the support of the local officials. Health is often the last in the list of priorities during the planning and budgeting process.
- Brief the Local Chief Executive on the needs of the people in the communities.
- Health Personnel should study the Local Government Code so that they know how to access resources (e.g., 20 percent Development Fund) and gain support especially in towns where the Municipal Development Council is quite active.

Conclusions

There is a need for a collective discussion and analysis of the data at the RHU level and for data consolidation at the municipal level so that the health information can be used effectively for management, targeting and planning purposes. The non-consolidation of statistics and the fact that the available data date back to only a few years show a lack of appre-

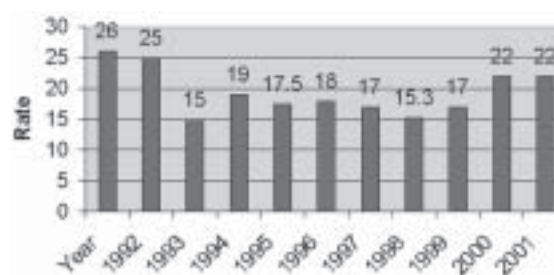
ciation of the importance and use of information. Because the data generated is inadequate, it could not be used for long-term analysis and comparison of performance that may lead to the identification of relevant programs and projects in the municipality.

The study finds that there is no major flaw in the information system except in the utilization of data. Planners and officials tend to overlook the real concerns of their towns by implementing programs that fit into their own priorities rather than those that match people's needs.

These findings show that there is really a need to install an efficient management information system, or, at the least, to enhance the present system, including instilling an appreciation of the importance of systematic data collection and utilization among the concerned agencies and personnel through various training activities. Cultivating this consciousness among government workers is important in helping them realize that information should eventually be used as a tool to address the real needs and concerns of the people.

TRENDING SAMPLES

Malnutrition Rate, Baao, Camarines Sur



Quality of Employment and Urbanization: The Case of Iloilo City

By Jessica Dator-Bercilla



study goes a bit further though and takes a look not just at the level of employment but at the quality of employment in Iloilo City. This is an attempt to further refine Social Watch's goal of monitoring quality of life by being more specific as to the kind of employment an economy provides.

The analysis of the quality of employment is done in the context of changes brought about by urbanization in a provincial capital such as Iloilo City. Employment trends are examined and security of tenure, work conditions, job satisfaction and unionization are used as units of analyses to explore the quality of employment in Iloilo City.

Because of the employment diversity in Iloilo City, the researchers used a case study approach to look deeply into the said indicators of quality employment. Sixteen different individuals employed in both formal and informal sectors assisted the researchers in the generation of the data that may help in better understanding the impact of quality of employment on their quality of life.

Being employed has always been viewed as a primary indicator of a person's quality of life. Rightly so, because if one is employed, then it is expected that that person should be able to provide the basic minimum needs of his family. This

ILOILO CITY: A PROFILE

ILOILO CITY FACTS AND FIGURES

| | |
|--------------------------|------------------------------------|
| Land Area: | 56 sq. km (1998) |
| No. of Barangays: | 180 (As of June 30, 2001) |
| No. of Districts: | 6 (As of June 30, 2001) |
| Total Population: | 365,820 (As of May 1, 2000 census) |
| Population Growth Rates: | 1.93 (1995-2000) |
| Income Class: | First |
| Employment Rate: | 88.1% (Oct 2002) |
| Consumer Price Index: | 158.2 (Dec 2002) |
| Inflation Rate: | 1.5 (Oct 2002) |

| | |
|-----------------------------------|-------------------|
| Purchasing Power of Peso: | 0.63 (Oct 2002) |
| Average Family Income: | 283,604 (2000) |
| No. of Elementary Schools: | |
| Public: | 50 (SY 2000-2001) |
| Private: | 23 (SY 2000-2001) |
| No. of Secondary Schools: | |
| Public : | 11 (SY 2000-2001) |
| Private: | 13 (SY 2000-2001) |
| No. of Tertiary Schools: | 29 (SY 2000-2001) |
| No. of Health Centers: | 7 (2001) |
| No. of Barangay Health Stations: | 36 (2001) |
| No. of Motor Vehicles Registered: | 53,647 (2002) |

Source: National Statistics Coordination Board

Iloilo City was chosen as the site of the study because of the diversity of employment opportunities in a fast urbanizing city that until recently was known an agricultural-based city. Its wealth and growth as a city can be traced back to a thriving rice, sugar, and weaving industry. Its economy relies on the strength of entrepreneurs' trading activities that are facilitated by reliable port facilities. Located 238 statute miles from Manila, Iloilo is the gateway of the Western Visayas Region. Iloilo is 55 minutes by plane from Manila, 30 minutes from Cebu, 90 minutes from Puerto Princesa, Palawan, and one hour and 45 minutes away from Gen. Santos City.¹

“Iloilo City, determined to recapture its crown as the “Queen City of the South,” continue to stride towards revitalizing socio-economic growth. The coming in of multi-million investments and the rise in private building construction and emergence of new industries give a beam to its business atmosphere. The city’s population represents a big manpower pool and a growing consumer market. Purchasing power is generally high given the favorable income distribution in Iloilo. Assuring the business sector of a steady supply of multi-skilled manpower are the city’s 22 tertiary schools.”²

Economic / Political And Social Situationer

Iloilo City, once the queen city of the South, has been besieged by the problem of rapid urbanization. Of the provincial capitals in Region VI, Iloilo has been the most open to changing its physical and economic landscape to cope with the demands

of regional trading; increasing population and inward migration and the need to provide employment in response to the rapid population growth and the threat of poverty.

The poverty threshold in the region was set at P12, 646 in 2000. Poverty incidence in the urban population stood at 32.5 percent in 2000³ (Table 1). These figures are much lower than the national average of 40 percent in 1999, the province of Iloilo ranked 67th among provinces based on selected poverty indicators.⁴

The Iloilo City Planning and Development Office, however, presents some interesting data: There is a reported P283, 604 average annual income among 72,509 households of Iloilo City in 2000. Said households have an average expenditure of P226, 877 which implies that the City is a net saver. What is of further interest is that of the 11 expenditure classes, only one, expenditure class P20, 000 to P29, 999 shows negative savings. (Table 2) The mean per capita income in Iloilo City for 2000 is P65, 036 while the mean per capita expenditure is P51,557.⁶

It should be noted that Iloilo City is located in what can be geographically classified as a small island where access to agricultural and fishery products is easy. Most residents of the City have families in rural municipalities that produce and access agricultural and fishery products. In the process there has been a high level of social exchange between urban and rural residents. It may be highly possible that such social exchange reduce the average expenditure of the City’s population and increase their prospect for savings.

Table 1. Poverty Threshold and Incidence in the Region and in its Urban Centers: 1997 and 2000⁵

| Poverty Data | Region VI | | Region VI (Urban) | | Philippines | |
|----------------------|-----------|-----------|-------------------|------|-------------|------------|
| | 1997 | 2000 | 1997 | 2000 | 1997 | 2000 |
| Poverty Threshold | | | | | | |
| Annual per capita | 10,560 | 12,646 | - | - | 11,318 | 13,916 |
| Monthly per family | 5,280 | 6,323 | - | - | 5,659 | 6,958 |
| Incidence (%) | | | | | | |
| Population | 45.9 | 51.2 | 31.2 | 32.5 | 36.8 | 40.0 |
| Families | 39.9 | 43.4 | 26.2 | 26.4 | 31.8 | 34.2 |
| Magnitude | | | | | | |
| Population | 2,864,967 | 3,183,746 | - | - | 26,768,532 | 30,850,192 |
| Families | 498,405 | 526,072 | - | - | 4,511,151 | 5,139,565 |

Table 2. Total Number of Families and Average Family Income and Expenditures by Expenditure Class: 2000⁷

| Expenditure Class | Total Families | Average Income | Average Expenditure |
|-------------------|----------------|----------------|---------------------|
| Iloilo City | 72,509 | 283,604 | 226,877 |
| Under 10000 | | | |
| 10000-19999 | 510 | 21,833 | 16,164 |
| 20000-29999 | 506 | 20,128 | 23,467 |
| 30000-39999 | 759 | 42,178 | 31,531 |
| 40000-49999 | 1,063 | 50,391 | 45,445 |
| 50000-59999 | 2,775 | 56,052 | 55,019 |
| 60000-79999 | 4,277 | 79,969 | 73,585 |
| 80000-99999 | 5,513 | 111,405 | 87,637 |
| 100000-149999 | 1,4091 | 144,205 | 121,833 |
| 150000-249999 | 2.0413 | 223,056 | 189,062 |
| 250000-499999 | 17,064 | 398,679 | 328,592 |
| 500000 and over | 5,540 | 1,074,256 | 762,563 |

The projected capacity of Iloilo City's households to generate savings is underscored by the growing number of banks in the City. Iloilo City is said to have among the highest number of banks per square kilometer among the country's urban centers outside of the national capital. However, analysts at the Planning and Development Office of the City assert that the high average income reported may also be due to the increase in income by households engaged in large-scale enterprise and by the increase in incomes of the high income-earning households.

In 1997, the province of Iloilo scored 0.555 in the Human Development Index (HDI) in an assessment made by the National Economic and Development Authority. In 1999, Iloilo scored 0.652 in the Quality of Life Index (QLI) and ranked 32nd among 78 provinces.⁸

Iloilo City, on the other hand, is reported to be among the first-income class cities of the country with yet undetermined QLI and HDI ratings. In terms of health indicators, 90.28 percent of deliveries in the City are attended by health professionals. The city also recorded a 0.91 maternal death rate per 1,000 live births and 17.84 infant death rate per 1,000 live births. Moreover, prevalence of underweight children from 0 to 5 years old was placed at 34.9 percent; Vitamin A deficiency was recorded at 44.4 percent for children from 6 months to 5 years; 21.8 percent for pregnant women and 15.7 percent for lactating mothers.⁹ It was also determined that 88.39 percent of households have

access to safe water supply and 84.78 percent of households have sanitary toilets in 1999.¹⁰

The province of Iloilo in school year 1999-2000 had an elementary cohort survival rate of 76.36 percent and a cohort survival rate of 67.81 percent in the secondary level.¹¹ Average monthly crime rate in the entire province as of May 2001 was recorded at 3.04 cases compared to 6.30 cases during the May period in 2000. In addition, the crime solution efficiency in Iloilo province in June 2001 was 92.83 percent compared to 95.40 percent during the same period in 2000.¹²

In terms of enabling, survival and security indicators, the province of Iloilo in 1999 recorded the following: 20.2 percent of families had working children; 38.9 percent of families resided in houses made of strong materials; 28.2 percent of families were members of people's or civic organizations and 28.9 percent of families practiced family planning.¹³

Employment Situation In Iloilo City

Growth in Services rather than the Industrial Sector

Urbanization may not necessarily connote industrialization. While there could be a relatively sharp increase in the City's labor force, most of it may not be employed by the manufacturing and industrial sec-

tors but by the services sector, more specifically, in the wholesale and retail trade.

Iloilo City had a labor participation rate of 62.5 percent as of July 2002. A total of 132,000 were employed — a figure reflecting an 85.2 percent employment rate. Unemployment rate was placed at 14.8 percent which in actual terms totaled 23,000 unemployed individuals. Underemployment rate (employed but working less than 40 hours per week) in Iloilo City was recorded at 8.9 percent.

Among the major industry sectors, accumulated growth of employment was highest in the service sector. However, in July 2002, the highest employment increase was recorded by the wholesale and retail trade followed by the public administration sector. Employment declined in the transport, storage and communication; financial and intermediation; and other community, social and personal service sectors. Private households/establishments/family operated activities maintained the same level of employment compared to July 2001.

Table 3. DTI- Registered Type of Business Establishments and Number of Registered Workers in Iloilo City: CY 2002¹⁴

| Sector/Nature of Business | No. of Establishments | No. of Workers |
|-----------------------------------|-----------------------|----------------|
| Agriculture, Fishery and Forestry | 8 | 35 |
| Industry and Construction | 204 | 1,254 |
| Services | 1,726 | 8,320 |
| TOTAL | 1,938 | 9,609 |

Table 4. Renewed Business Establishments in Iloilo City by District and by Major Classification: January-December 2002¹⁵

| Major Classification | District | | | | | | Total | % of Total |
|---|--------------|--------------|--------------|------------|------------|------------|--------------|-------------|
| | City Proper | Jaro | La Paz | Mandurriao | Molo | Arevalo | | |
| Agriculture, Fishery and Forestry | 2 | 3 | 7 | 7 | 1 | 1 | 21 | .31% |
| Mining and Quarrying | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Manufacturing | 74 | 22 | 32 | 18 | 7 | 0 | 153 | 2.29% |
| Electricity, Gas and Water | 16 | 25 | 17 | 7 | 3 | 1 | 69 | 1.03% |
| Construction | 10 | 18 | 6 | 15 | 3 | 0 | 52 | .78% |
| Wholesale and Retail | 1,724 | 597 | 529 | 355 | 104 | 128 | 3,437 | 51.57% |
| Transportation, Communication and Storage | 40 | 19 | 21 | 8 | 1 | 1 | 90 | 1.35% |
| Financing, Insurance, Real Estate and Business Services | 371 | 127 | 73 | 30 | 24 | 12 | 637 | 9.55% |
| Community, social and Personal Services | 819 | 520 | 459 | 230 | 94 | 83 | 2,205 | 33.08% |
| Total | 3,056 | 1,331 | 1,144 | 670 | 237 | 226 | 6,664 | 100% |

The profile of the City's registered business establishments is further proof of the predominance of wholesale and retail trade, as well as, the community and personal services sector as the main employment provider for its residents. Manufacturing, on the other hand, makes up a mere two percent of total business establishments. (Table 4)

In October of 2002, Iloilo City reported a labor force of approximately 246,000 workers. With a labor participation rate at 58.6 percent, this translated into roughly 127,000 employed individuals. The city also reported an employment rate of 88.1 percent, an unemployment rate of 11.9 percent, and an 8.2 percent visible underemployment rate as of October 2002 (Table 5).¹⁶ Employment data also showed the wholesale and retail sector as having the highest employment increase.

Urbanization and a Disturbing Employment Data

From 1998 to 2002, the City's labor force experienced an average annual increase of 3.7 percent. Its participation rate steadily increased from 56.5 percent to a high of 66.9 percent in 2001. Despite a decline in the labor force participation rate to 58 percent in January 2003, the unemployment rate still remained high at 14.2 percent.

In January 2003, the Labor Force Survey in Iloilo City (Table 5) reported an approximate labor force of 250,000 workers. With employment at 124,000 workers, the unemployment rate stood at

Table 5. Total Population 15 years old and over and Employment Status Rates in Iloilo City: October 1998-2002¹⁷ and January 2003¹⁸

| Year | 15 Years old and over (per 1000) | Labor Force Participation Rate (%) | Employment Rate (%) | Unemployment Rate (%) | Visible Underemployment Rate (%) |
|----------|----------------------------------|------------------------------------|---------------------|-----------------------|----------------------------------|
| 1998 | 213 | 56.5 | 87.4 | 12.6 | 7.8 |
| 1999 | 217 | 60.7 | 86.7 | 13.3 | 13.3 |
| 2000 | 235 | 63.7 | 86.5 | 13.5 | 10.1 |
| 2001 | 242 | 66.9 | 83.1 | 16.9 | 11.6 |
| 2002 | 246 | 58.6 | 88.1 | 11.9 | 8.2 |
| Jan 2003 | 250 | 58.0 | 85.8 | 14.2 | 5.9 |

14.2 percent compared to the country's 13.6 percent in urban areas. The increase in unemployment may be due to the lack of employment opportunities for October graduates. Iloilo City is also the center for trade and education in the region which may also account for the rapid increase in the labor force of the City as a result of in-migration from the neighboring provinces.

Iloilo City's labor force participation rate stood at 85.8 percent in January of 2003 and is slightly lower than the 86.4 percent average for urban areas in the Philippines. However, the visible underemployment rate in Iloilo City was placed at only 5.9 percent compared to the country's 7.0 percent average for urban areas in January of 2003. The lower underemployment rate of Iloilo City as compared to the national average may be attributed to the increasing educational requirements that many business establishments and government agencies now demand of its applicants and employees - a recognition of the increasing educational capability of its labor force.

A Bias against Women

Iloilo City's employment data does not desegregate the information by sex. However, we presented the region's employment data to give us some indicative figures of labor situation in the City.

Region VI's employment data shows an interesting employment trend. More women are employed in government offices and there are more women who are getting themselves into self-employment compared to men. However, there are more men than women employed in private establishments. Furthermore, there are more unpaid women family workers than men. (Table 6).

And despite the data which shows that there are supposedly more women than men in the Region's 15 years and over population bracket, there are more employed men than there are women and that the number of women not in the labor force is more than double than of men (Table 7).

Case Studies: Work Experiences of the Employed in Iloilo City

The image of Iloilo as a quaint, Spanish colonial outpost has been lost due to the pressures of rapid urbanization and increasing population. Over the past three years, Iloilo City has witnessed the rise of private construction, shopping malls, numerous business establishments and the proliferation of sidewalk vendors.

Despite the fact that Iloilo is the seat of national government line agencies; the educational center and the trading and commercial center of the region; the city has not been able to absorb its growing labor force as shown by its growing unemployment rate. The city, however, continues to attract immigrants. This is due to the perceived employment opportunities that are a product of urbanization.

Iloilo City, often seen as an employment hub for neighboring provinces, provides labor opportunities both at the formal and informal sector. Government, non-government and educational institutions offer stable employment while business establishments primarily absorb the growing labor force in the City. Both these public and private institutions provide formal employment to many of Iloilo City's labor force. However, despite the prestige, stability and legitimacy of formal employment, certain issues regarding security of tenure, work conditions, job satisfaction and unionization arise.

Table 6. Employed Persons by Class of Worker, by Sex and Major Occupation Group from Primary Occupation in Region VI (Urban): January 2003¹⁹
(in thousands, details may not round up to total due to rounding)

| Major Occupation Group, Sex and Area | Both Sexes | Male | Female | Class Worker | | | | | | | | | |
|--|------------|------|--------|--|---|---------------|----------|-------------|--------|------|--------|----------------------|--------|
| | | | | Wage and Salaried | | | | Own Account | | | | Unpaid family worker | |
| | | | | Worked for private HH/establishment/family-operated activity | Worked for government/gov't corporation | Self Employed | Employer | Male | Female | Male | Female | Male | Female |
| Total | 967 | 539 | 428 | 277 | 176 | 48 | 53 | 124 | 134 | 50 | 17 | 40 | 47 |
| Officials of Gov't and Special Interest Organizations, Corporate Executives, Managers, Maging Proprietors, and Supervisors | 213 | 96 | 117 | 12 | 4 | 10 | 4 | 56 | 96 | 18 | 12 | * | * |
| Professionals | 59 | 17 | 42 | 6 | 13 | 9 | 30 | 1 | 0 | 1 | 0 | 0 | 0 |
| Technicians and Associate Professionals | 30 | 15 | 15 | 6 | 8 | 5 | 5 | 3 | 2 | 0 | 0 | 1 | 1 |
| Clerks | 49 | 15 | 34 | 10 | 22 | 4 | 10 | 0 | 1 | 0 | 0 | 1 | 1 |
| Service Workers and Shop Market Sales Workers | 128 | 63 | 65 | 39 | 35 | 9 | 3 | 2 | 8 | 0 | * | 13 | 19 |
| Farmers, Forestry Workers and Fishermen | 90 | 74 | 16 | 1 | 0 | 0 | 0 | 44 | 11 | 30 | 4 | 0 | 1 |
| Trades and Related Workers | 80 | 65 | 15 | 54 | 6 | 2 | * | 7 | 6 | * | * | 2 | 3 |
| Plant and Machine Operators and Assemblers | 52 | 52 | * | 43 | * | 2 | 0 | 5 | 0 | 1 | 0 | 2 | 0 |
| Laborers and Unskilled Workers | 261 | 138 | 123 | 106 | 88 | 4 | 1 | 7 | 11 | 1 | 1 | 21 | 22 |
| Special Occupation | 3 | 3 | 0 | 0 | 0 | 3 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |

Table 7. Population 15 years old and over by Sex and Employment Status: October 2002²⁰
(figures in thousands)

| | Both Sexes | | | | Male | | | | Female | | | |
|--|-------------|----------|------------|------------------------|-------|----------|------------|------------------------|--------|----------|------------|------------------------|
| | Total | Employed | Unemployed | Not in the Labor Force | Total | Employed | Unemployed | Not in the Labor Force | Total | Employed | Unemployed | Not in the Labor Force |
| | Iloilo City | 246 | 127 | 17 | 102 | 114 | 69 | 11 | 33 | 133 | 58 | 6 |

The following cases present the quality of employment in both the formal and informal sector in Iloilo City. The cases highlight differences in quality of employment given the diversity in modes of employment. These cases also underline similarities in employment issues confronted by Iloilo City's labor force.

Two basic categories of employment are drawn: formal and the informal. Formal sector covers government-regulated activities while the unregulated sector is considered the informal.

Employment in the Formal Sector

In the formal sector, there are three possible areas of employment: public employment (the regular and the casual government workers), private sector employment (the regular and contracted service workers of the private sector) and self-employment. The Department of Labor and Employment, however, limits its definition of employment to those areas where employer-employee relations exist. Thus, the third category of self-employment is beyond the scope of DOLE jurisdiction. Nevertheless, it is worth considering that there are modes of self-employment that are still regulated by the State (i.e., through licensing, extraction of fees and taxation).

1. The Public Employees

THE GOVERNMENT WORKER

The devolution of certain governmental functions down to local governments produced two kinds of government employees: the national government and the local government employee. The first enjoys the rewards of salary standardization while the latter is dependent on the income of the local government and the level of compliance of the local government to the civil service policies of the State. The place of employment for the first is a national government office that may enjoy modern amenities (e.g. air-conditioned rooms, more spacious workspace) depending on the national budget. On the other hand, the latter may have the same workspace and amenities of the national government employees depending on the sensitivity and professionalism of local government officials and the budget of the local government. Government employees officially work for 8 hours a day. However, those who have work to complete normally extend their number of hours.

Entry into national government agencies often depends on one's eligibility and qualifications. But, much credit is also given by the respondents to their political patrons who facilitated their employment. For high level positions, employment contracts are entered into. For low-level positions, the use of employment contracts are not strictly enforced.

For some national government employees, the movement from one rank to another and tenure in office are explicitly stated in their contract. They may hold a position temporarily until they are elevated into a more regular and permanent status after six months. These employees enjoy social security benefits, bonuses, and leave credits. However, there are instances where national government employees have been employed on a job order basis over a period of several years. Their tenure is for a period of only five months after which they become unemployed. After a couple of weeks they are allowed to return to their old jobs for another five-month contract. While these employees enjoy social security benefits, they are not entitled to leave credits and other benefits.

While this mode of employment also happens in local government units, many employees also hold regular and permanent positions with security of tenure. Just like their national government counterparts, they have social security benefits but may not necessarily enjoy regular bonuses. Others, on the other hand, are confidential staff whose actual salary and benefits are at the discretion of the politically appointed officer he/she works for. On paper they enjoy social security benefits, regular salaries, bonuses and leave credits. At times, however, the release of their monetary benefits, is left to the discretion of their political patrons. Added to this, there are those working in local government units without benefit of an employment contract but are nevertheless paid salaries by politicians.

Among those interviewed, the kind of job they held was not the major factor in job satisfaction. Many were only too happy to be holding down any kind of job given the high unemployment rate. In such a situation, the social conditions surrounding the job provided more satisfaction than the job itself. These factors included: capacity to provide for the family and personal needs; social relationship with co-workers; regularity of pay and quality of relationship with employer.

Rules for work in government offices are not very strict except for those dealing with tardiness and absence. When these cases arise, sanctions in the form of memoranda, suspension and salary deduction are the most dreaded. Of those interviewed, only one (a regular employee) was a member of an employees union. The rest did not take part in union activities for fear of coming into conflict with the office administration.

THE TRAFFIC AIDE

Like any other employment, applying for the post of a traffic aide is not easy. A highly competitive post in Iloilo, one has to really be qualified for the position and/or have a political patron to land the job. The salary stands at P3,500 per month on a no work, no pay basis and demands about seven hours of work per day and 26 days per week. The seven hours required is often worth half a day (from 6:00 AM to 1:00 PM or 1:00 PM to 8:00 PM) and allows the employee to look for an alternative source of income. Traffic aides have group accident insurance and receive a yearly bonus depending on the availability of funds. And since, they are paid on an honorarium basis, joining a union is not an option.

The traffic aide has one aim and that is preventing traffic congestion. This means that the traffic aide should remain at his post (the middle of the street) regardless of the weather condition.

The half-day work is the primary reason for job satisfaction. Health hazards and minimal pay, on the other hand, are the primary reasons for job dissatisfaction.

2. The Private Sector Employee

THE OFFICE WORKER

Working for a private company has its own benefits. If you belong to a big company, pay is relatively high. But, if work is with a budding business, pay rate is about the minimum wage. Work conditions can vary from a well-furnished, air-conditioned, spacious, well-lighted room and a highly professional environment to a cramped and poorly ventilated workplace. Minimum benefits include 13th month pay, leave credits, social security and housing contributions for regular employees. Some profitable institutions

give extra benefits such as health insurance, hazard pay, meal allowance, additional bonuses and educational assistance.

Job satisfaction is usually high for those who earn enough for their personal and family needs. However, other factors are considered significant in the assessment of job satisfaction. These include workspace; room ventilation; relationship with employers and co-employees and opportunity to grow with the job.

Big business institutions like banks; telecommunications companies; media groups and credit institutions normally have employees' unions or organizations. These organizations and unions are normally composed of members who work at fixed and similar working hours and have time to socialize during their common break or free hours.

THE SALES PERSON

The sales person has one of the most demanding jobs. Competition is tight particularly in a city where there is an oversupply of human resource in the commercial sector. Added to this, graduates of liberal arts and other science courses who were not absorbed by their target employers also join the long queue to employment agencies that sub-contract sales persons in behalf of shopping centers in Iloilo City.

To get the post of a sales person, the prospective applicant registers in an employment agency and pays a small fee. His application is processed and is submitted for consideration to the management of the city's shopping centers. After examinations and interviews, the successful applicant gets employed under a contract of approximately five months. Benefits include a P130 per day salary and social security contributions. Some employers grant bonuses to their employees on special holidays. Salaries are often claimed from the agency and not from the shopping mall administration. Though they have no leave credits, absences are allowed provided excuse letters are presented.

The workplace of sales clerks is often air-conditioned and spacious. However, they are often prohibited from sitting down or eating during work hours although breaks are allowed. There is also a limit to the time they spend in rest rooms. A strict dress code has to be followed and security checks are required upon entering and getting out of the shopping centers. Work hours are within the eight-hour work period.

The job is often perceived as unsatisfying because of the limited pay, the tedious chore of doing inventory and the stress related to the job. Satisfaction is only gained by the knowledge that the employee is helping support the family.

THE SALES REPRESENTATIVE

Marketing of consumer goods is a readily available job for persons who are articulate and have the necessary skills to push a product. The applicant is often enticed to the job with the promise of great monetary rewards. For as long as one meets the minimum requirements of college education, employment in the marketing of consumer goods is almost immediate. A no-work, no-pay arrangement is the norm. The average pay is P3,500 a month plus commissions on the product sold. Minimum sales quotas are also imposed. Work hours are 10 to 11 hours per day, six days a week and 26 to 30 days a month.

A cash bond of 15 percent per product/unit delivered is drawn from the commission earned by the sales representative. The salary and commission are the sole compensation. Sales representatives do have an employees union through which they can express their employment concerns.

While the flexible work hours may favor the employee, the job-related stress/pressure; work hazards related to travel; low pay and poor employer-employee relations are primary causes of job dissatisfaction.

THE FAST-FOOD CHAIN CREW MEMBER

Finding a job as a fast food crewmember is not difficult if a person possesses the social skills necessary for the job. The workplace is not spacious but is enough to get the job done. It is perceived as a highly stressful job with work hours ranging from four to eight hours per day on a variable schedule basis and at 22 to 23 days a month. These jobs are often popular among students.

Contracts are often open without any provision on the work duration since the job is output oriented. However, the average continuous employment lasts for about five months with salaries not stated in the contract. Social security, housing, and health contributions are paid for, breaks are allowed and meals are sometimes provided. In some cases, a fraction of the 13th month pay is granted and a five-day leave with pay is given to regular employees with managerial positions.

Tardiness and absences are often meted penalties and sanctions such as verbal reprimands and salary deductions. Most fast food workers are not a part of an employees union.

Working as a fast food crew member is perceived as fun and challenging but the actual work is difficult because of the strict rules accompanying the job; job-related stress; and the minimal pay barely enough to provide for personal needs.

SECURITY GUARD

Getting a job in a security agency is highly competitive for men but is much easier for women. The strong demand for lady guards has enabled women to enter a traditionally male-dominated job. The increase in women's participation is primarily due to the need for strict security checks (i.e., physical checks of clients and their belongings) which, in a gender sensitive society requires women to conduct checks on women and men on men.

The work demands 8 to 12 hours of duty, seven days a week or 30-31 days a month. Employees do not sign an employment contract because the contract is between the employer and the agency. On the average security guards earn about P3,800 per month on paper but receive an average of P2,600 to P3,100 a month after charges for social security, health insurance, accident insurance and cash bond for firearms are deducted.

The basic rules of work are often covered by general orders and a code of ethics for security guards. However, the minimum requirement is to avoid sleeping on the job and to refrain from leaving one's post. Suspension or dismissal is the punishment often meted to offenders. Security guards do not also have an employees union.

While the job is relatively less stressful than others, guarding establishments is not financially re-

warding, wage is below the minimum set by law and the no-day off, variable time of duty and no leave credits rules leaves guards with very little time to do anything else with their life. These plus the salary delays and disempowering relationship they have with clients who treat them without respect are the primary causes of job dissatisfaction. Despite the work conditions, security guards often remain in the job for reasons of economic survival.

3. The Self-employed In The Formal Sector

THE SARI-SARI STORE OWNER

Owning a *sari-sari* store technically demands a business permit and license to operate, access to a small commercial space and capitalization that can be as low as P500 to as high as P15,000 depending on the size of the variety store and diversity of products one wishes to sell. For those with minimal capital, consignment is the best way to build up inventory without the demands of greater capitalization.

The job description includes purchasing and preparation of goods; managing supplies/merchandise and consignment ventures; selling; budgeting and accounting. Work hours can range from 15 to 17 hours or higher depending on consumer demand. Preparations for the opening of stores can begin as early as 5:00 AM while the closing time can be anywhere between 9:00 to 12:00 PM. But work does not usually end when the stores close since an inventory of the merchandise and accounting is performed after closing time.

Since the *sari-sari* store is often an extension of a house, being closer to home is a perk for this mode of employment. One can address household concerns (e.g. cooking, child-rearing, even laundry) while tending to the store. Furthermore, tending the store allows for leisure activities to be undertaken while on the job (i.e. watching TV; listening to the radio; talking with friends while tending the store). Being one's own boss brings less social pressure due to the absence of an authority-subordinate relationship. However, the stress is greater when the consumer demand and domestic household demands are high and occur at the same time. Time management is a constant challenge. The greatest perk, on the other hand, is owning one's time.

Security of one's tenure is dependent on the individual's life choices, consumer demand and purchasing power of the peso. Income is also dependent on the income capacity of consumers, the accessibility of needed goods to the consumers, consumer demand, and socio-economic-cultural developments in the locality where the store is located (i.e. income is high during seasons of celebration; harvest season and pay days; income is low during lean months or when unemployment is high). Income will greatly depend on the size of one's variety store. Daily net income can be as low as P300 for small-scale variety stores to as high as P7, 000 for a medium-scale variety stores.

Job satisfaction is relatively high except that the job is not considered very prestigious and the storeowners self esteem may suffer as a result. Social benefits are also accessible. These days, self-employed individuals are given the opportunity to contribute and enjoy social security (i.e. SSS) and health insurance (i.e. Philhealth).

THE FOOD STALL (CARINDERIA) OWNER

Running a food stall is no easy job. Work hours begin as early as 4:00 a.m. when the owner goes to market to purchase food supplies. In between the marketing and the cooking, which starts as soon as

the children are off to school and the husband is off to work, household concerns are addressed. The cooking is normally completed by 6:00 AM if the owner serves breakfast; 8:30 AM if snacks are served in the morning and 10:30 AM for lunch. Food preparation, serving and washing of dishes are often demanding, thus, those interviewed normally had assistants to do these chores.

Job satisfaction is often attributed to the income earned. An average of P5,000-P8,000 in gross sales and about P2,000-P4,000 net income per day can be generated during school and working days and if services are extended until 11:00 PM. This income depends on the location and size of the food stall. The closer the location is to schools, offices or parking areas of public utility vehicles, the greater the income. The ability to augment the family income and provide for the basic needs and fulfill dreams of family members is also a source of job satisfaction. Major sources of stress, on the other hand, are the labor-intensive work, irregular meal hours and time constraints.

Major investments required of this kind of economic endeavor include cost of construction of the food stall, licenses and fees, for small food stalls, a capitalization of a low of P500 to a high of P3,000 for ingredients and drinks and about P1,000 for utensils. Business tax is also paid on a yearly basis.

The Photocopying Machine Owner

Just like the variety store and food stall owners, the photocopying machine owner needs a license and permit to operate the business. Capitalization required can range from P20,000 to P75,000 depending on the size of the photocopying stall, rental fee for a business location, and the sophistication of the photocopying machine chosen for business. Often, however, second-hand photocopiers are used by those engaged in this micro-enterprise.

The skill to operate photocopying machines is required of the self-employed. Since these photocopying machines are often located near business, government and educational establishments, it will take the owner out of the confines of his/her household. Work hours start as early as 7 a.m. and normally ends around 5:30 pm.

Job satisfaction comes from income earned, which can range from P1,000 to P3,000 per day and per photocopying machine depending on the workday and consumer demand. Job stress is due to irregular meal time and machine breakdown.

The Market Vendor

There are basically two types of market vendors in Iloilo City: those who rent stalls inside the supermarket and those without stalls and vend outside or at the periphery of the supermarket. The former pay rent, licenses, fees and taxes to the city government whereas the latter only pay fees or what is known to them as *arquibala*. Those who rent stalls are often direct producers of the goods they sell and normally vend from 2 a.m. to as late as 7 PM at approximately 26 days per month. Those without stalls

are oftentimes middlemen coming from different parts of the province of Iloilo and its neighboring provinces and who only vend in the area from 9 pm to about 4 am of the following day for approximately 9-12 days per month.

The demand for capitalization for those who rent stalls is normally high. A start-up fund of at least P15,000 is required to cover licenses, permit to operate, setting up of the market stall and purchase of inventory. For those without stalls, the production of agricultural products and transporting of goods demand the greatest capitalization which can range anywhere from P1,000 to P5,000 depending on the size of the inventory. Income from vending at stalls can be anywhere between P200 to P700 per day for a small-scale stall owner and P300-P400 per day for a vendor without a stall. A vegetable or dried fish small-scale vendor who rents a stall at the supermarket, however, can earn an average of P8,000 to P9,000 a month.

Income depends on the supply and demand of the goods sold and on the season (i.e., income is high on season of festivities, off-season of certain products sold) and weather conditions (i.e., rainy season hampers the mobility of prospective buyers and will pose difficulties for those without stalls to house their products).

For those with stalls, work starts when they start purchasing fresh products to be sold. Often, the stall owner would sleep in the stall to guard the products if an assistant cannot be found to take over the responsibility. The job is considered labor intensive. Sleep hours can be irregular ranging between 4-6 hours a day including catnaps. Meals are often taken irregularly within the stall. The job, however, poses a challenge when one needs to use the restroom or to bathe. Without an assistant or a generous stall neighbor willing to watch over one's goods, responding to these health needs would be difficult. All these health concerns are also true for those without stalls. But compared to those with stalls, they sleep the night on the streets near or at the periphery of the market and have to bear the challenge of sleeping without a roof on one's head or a warm surface to rest the body.

Job satisfaction comes mainly from earning income that can help provide for family needs. Major job stress comes from: lack of sleep; the long work-hours for those who own stalls; the transporting of goods for those without stalls; lack of time for family and leisure; low consumer demand; and high capital requirements. Small scale-vendors are often at the mercy of loan sharks. (It would, however, be interesting to note that in Iloilo City, an NGO known as the *Labing Kubos Foundation, Inc.*, encouraged vendors to organize a vendors' cooperative in the market area. The said NGO has also been successful in helping organize a similar organization in some of the agricultural producing municipalities of the Iloilo).

Currently, there are only a few vendors who are a part of such organizations. Some fear the negative impact of participating in social movements while others have lost interest along the way. There are those, however, who are part of cooperatives that help stimulate profit-making ventures and push the vendor's agenda in the policy and administrative arena.

EMPLOYMENT IN THE INFORMAL SECTOR

Historically a trading center since pre-Spanish settlements, the Ilonggos' entrepreneurial spirit has not been lost despite the growing intrusion of large corporations and big business. This is affirmed by the growth of wholesale and retail ventures in Iloilo. The data earlier presented according to the Iloilo City Planning and Development Office does not include the growing number of itinerant vendors and the many unregistered business ventures by Ilonggos from whom no fees are extracted.

The Self-employed

THE STREET VENDOR

The street vendor is an example of a self-employed individual. The work contract is between one's self and family. There is no fixed time of work but many vendors log in 12 to 17 work hours per day depending on the product being sold. Those vendors, who are part of the informal economy and do not pay any fees, earn an average of P4,000 to P5,000 per month (i.e. peanut and fruit vendor).

Those who are aware of the need for social security personally give contributions to the SSS although most do not. Job satisfaction is often a result of their increased capacity for profit and to provide for the needs of their families. Vending is perceived as a difficult and challenging job because it renders one vulnerable to health, environmental and social hazards (i.e. robbery). Many vendors do not eat their meals properly and often deprive themselves of proceeding to the restroom because of the fear that they may miss an opportunity to earn profit.

THE HOUSEHOLD HELP

Households of better-off families have been a safety haven for many economically deprived rural folks. They provide opportunities for wives of farmhands to do daytime jobs and also allow children to take on seasonal household work. During planting and harvest season wives and children who are perceived as physically capable work in the rice fields. During the so-called lean months, female children are encouraged or more often forced to work as household help. Some parents would even go to the extent of begging the more economically privileged members of the community to take in their female children as household help even if there was no need for these better off families to do so. Often, salaries of children would be claimed in advance by parents, leaving children no choice but servitude. By harvest season, however, parents would again request their female children to return to the farm and serve as farmhands. By lean months, parents would again go begging other households to take in their children as household help.²¹²¹

The salary offered to household help normally starts at P1,000 and a guaranteed increase of P200 every six months. Some households, however, give a starting rate of as low as P800 and others as high as P1,500. Jobs involving childcare or care for the elderly can fetch a high of P2,000 for childcare and P3,000 for care for the elderly in starting rates. Depending on the number of members in the household and nature of jobs of household members, work hours could start as early as 4:00 AM and end at 10:00 PM on the average. Rarely do household help do specific tasks. Often, they are on a multi-tasking mode, distributing their time between cleaning the house; cooking; washing the dishes; doing the laundry; ironing of clothes and childrearing. Job perks include having a washing machine for laundry use;

steady supply of electrically-pumped water; afternoon siestas; watching television shows; permission to socialize with other members of the community (i.e., in most cases, fellow household help in the neighborhood); getting at least a half-day off per week; extra pay for extra work; guaranteed meals and bedspace. All these depend greatly on the generosity and sensitivity of the employer.

A major source of job satisfaction is the income earned to help provide for family needs. This is, however, followed by the quality of relationship with the employer and of the work conditions. The better the quality, the greater the job satisfaction. Major job stress includes: the burden of performing multiple tasks and having multiple bosses; insensitivity of the employers and the great physical demands of the job.

THE ITINERANT COOKED FOOD VENDOR

Itinerant food vendors may be classified according to the areas they serve: the residential areas and the offices. Those serving residential areas establish their workplace wherever people reside whether it be located in housing subdivisions or roadside shanties. Their work hours normally run in two work shifts: in the morning prior to breakfast from 3:30–7:00 AM and in the afternoon from 1:30-4:00 PM Work hours start earlier if one has to cook the food vended. For those serving commercial and business establishments, service is provided for morning and afternoon's snacks and, when help is available, lunch. Often the food served has to be prepared by the self-employed. Thus, work-hours in the morning begins at around 5:00 AM and ends at about 10:00 AM for the morning shift and from 1:00 to 4:00 PM for the afternoon shift. The work involves food preparation and vending.

Carrying heavy a food load; walking in heat or rain and aggressive dogs are the major causes of stress for those vending in residential areas. Apart from the aggressive dogs, the sources of stress are just about the same for those who vend in offices. Added to these are the steep stairs they have to climb to the offices they serve and the added burden of collecting payments from office employees who pay on a weekly basis.

Job satisfaction, on the other hand, comes from being able to do what they like doing - cooking and the opportunity to meet other people and move around the city while on the job. Furthermore, the income is also reasonable for it gives the hardworking residential area food vendor an average of about P400 – P600 per day and the office area food vendor an average of P600-P800 per day in income.

THE SOFTWARE DEVELOPER

Developing software for business establishments does not require a business license and permit since most jobs are on a consultancy basis. The work hours depend on the individuals' mood and interest on working on the software which can range from 5 to 30 hours per week. Working on software is often done in the confines of one's personal workspace at home, thus, enabling one to address household and family responsibilities in between breaks.

Job stress comes from the pressure to finish software. Satisfaction, however, is in owning one's time and having no boss but oneself. If productivity is high, the income can go as high as P25,000-P50,000 for a month's work excluding the retainers' fee of P1,000 to P2,000 per month per software installed. If productivity is low, the income per month can range from P5,000 to P7,500 only.

Questioning The Quality Of Employment In Iloilo City

Employment in the formal sector

The researchers approached the study by examining specific conditions on the quality of employment of different employees through key informant interviews. The cases presented raised interesting issues about work conditions, job satisfaction, and extent of unionization/organization for the formally employed.

Except for national government employees many workers especially those hired through the agencies do not possess work contracts. Either a public or a private employee can be a victim of contractualization — an employment procedure trend that limits employment to only five months. Such an arrangement frees the employer from the responsibility of providing additional benefits, which is mandated by law to regular employees. The procedure guarantees higher profit at the expense of the employee who does not have security of tenure. Despite laws that uphold workers rights, many employees still work under oppressive conditions such as: pay below the minimum wage; hazardous work conditions and absence of leave credits.

Security of tenure is more difficult to find under “the new capitalism” world order. In this economic system, “capital veers towards the direction of a potential production system that guarantees greater profit at a minimal cost of production. A more flexible means of wealth acquisition has become an accompanying phenomenon to capital mobility. Strategies for flexible accumulation in a mixed capitalism like that of the United States include ‘privatization of the government; deregulation of business; downsizing the labor pool; shrinking government entitlement programs like welfare, health and social security’ and tax incentives to businesses. Furthermore, to maximize profit, the new mode of capitalism fosters ‘the “shedding of labor”²², getting rid of long-term contracts, outsourcing of corporate jobs to avoid employment contracts, creation of “virtual corporations” - the equivalent of a shell company with a few employees.²³

The loss of jobs is a product of the process of

downsizing or *kudoka* (*hallowing out*) in Japanese.²⁴ Downsizing is in itself a product of outsourcing or the movement of capital and production to areas where production cost are cheaper.

Surprisingly, there are employees in the government sector who are employed in very irregular conditions. Many of them obtained their jobs as a political favor. However, they are the employees that are also often victims to exploitation of labor. Being employed on honorarium or contractual basis, they get minimum wage pay or their salaries and benefits are at the mercy of their political patron.

The satisfaction that employees earn from their work do not often come from work conditions nor benefits but from an internal psychological determinant and a social force that drives them to work despite difficult conditions. These psychological and social determinants are their need for survival and their responsibility to provide for the needs of their families. For as long as these two are met, the employees are able to say that they are satisfied with their job.

The phenomenon of contractualization; variable work shifts; deprivation of leave credits and wages that are below the minimum standards set by law can be seen as related phenomena that are a product of the processes of capital mobility and flexible accumulation of wealth accompanying a liberalizing economic arena. Variable work shifts that seek to ensure business efficiency for profit can be seen as mechanisms that discourage organization and unionization of employees.

The work conditions often deprive employees the chance to unionize. Those with fixed work schedules allow opportunities for socialization with peers that in turn may result in discussions of their work conditions. However, many of those interviewed worked on variable work hours. These employees often work on shifts — a strategy that has political and economic underpinnings. Politically, work hour reduction through shifts is a tool for political accommodation of supporters. Economically, it is a means towards a mode of flexible accumulation of wealth — where ‘most work schedules are extremely tightly ordered, and the intensity and speed of production

have largely been organized in ways that favor capital rather than labor²⁵. Variable work shifts do not give workers the luxury of a common time to socialize with each other. Consequently, there is very little opportunity for workers to discuss their common concerns and act on them. The manipulation of time through variable and overtime work has restructured social relations among workers, thus, preventing them any opportunity to organize. ²⁶

On employment in the informal sector

Work conditions for the informal sector are naturally left unregulated because of the very nature of their employment. Evading the formalization process is a means of ensuring a better income from economic activities. However, in the quest for income, the physical, social and even psychological well being of the self-employed is sacrificed. Perhaps, it is best understood as a reflection of the Filipino's deep concern and sense of responsibility towards his family.

Job satisfaction is greatest when a perceived capacity to provide for the needs of one's family has been met and when the quality of relationship with the employer is good for those employed. Poor work conditions are a major source of stress.

Because of the variable mobility of those in the informal sector, organizing is a major challenge. Thus, while employment concerns can be discussed occasionally, there is difficulty in addressing employment issues through collective action. Moreover, in cases of the self-employed, the need for collective action is diminished because it is generally perceived that employment issues can be best addressed by the employer — and in this case, oneself.

Understanding the Rise of Self-Employment in Iloilo City

As employment conditions under a more liberal economic arena become more competitive and inaccessible, the alternative means of livelihood is self-employment. This normally takes the form of entrepreneurship that is undertaken either formally or informally. This has become a main poverty alleviation strategy for many individuals unable to find jobs.

However, to simply view self-employment as a coping mechanism due to lack of employment opportunities and limited capabilities will deny expression to the work experiences drawn from the case studies earlier presented.

First, it would appear that beyond just coping, self-employment is engaged in because of the perception that owning a business is more financially rewarding than being employed.

Second, there is a perceived cost efficiency of engaging in self-employment as compared to being employed (i.e. psychological stress is less because one can transform a enjoyable hobby into an income-generating venture; spending less time away from the family and household; spending less money on travel, clothes, food yet generating a greater income).

Finally, there is a desire to explore alternative means of flexibly accumulating wealth/profit/income using resources that could have been previously generated from another economic activity (i.e. overseas/local employment; share from the family business; loan proceeds; gambling gains, etc.)

Self-employment these days mimics processes of flexible accumulation of wealth under a liberalizing economic set-up but on a much smaller scale. Work shifts are dictated by the dynamism of the market; the drive for profit and the purchasing power of the consumers. Labor costs are reduced and social concerns given less importance.

It can also be asserted that the tendency to engage in self-employment can be considered a cultural-inclination for Ilonggos by virtue of their history. Iloilo City has been a recognized trading center that traditionally encourages micro-enterprises. Moreover, the government through free livelihood training has reinforced entrepreneurship.

Micro-enterprises are encouraged through the granting of permits to non-permanent vendors in the outlying areas of the City's market places thus making their economic activities legal. However, neither fees nor licensing charges are required of itinerant vendors. The absence of stringent law enforcement

and other regulatory mechanisms for sidewalk and itinerant vending has also contributed to the growth of vendors in the informal sector.

Informal economic activities in Iloilo City appear to be prolific. Roadside vending has been a major issue in local politics. The growth of business districts and educational institution has encouraged the growth of micro-enterprise and informal economic activities like sidewalk and itinerant vending. These activities capitalize on the Ilonggos preference for accessibility, cheaper quality goods, and the Ilonggo's dynamic food culture.

Furthermore, the geographic features of Panay Island and Iloilo as a province also facilitate the influx of immigrants who engage in self-employment in Iloilo City. Panay's and Iloilo's agricultural base is highly diverse. Thus, it provides for various opportunities for labor in agricultural production. The island is able to provide diversity in agricultural produce. A small island, Panay's provincial centers are endowed with accessibility because of extensive road networks. Farm to market roads provide farmer-entrepreneurs access to the city with minimal travel time. This infrastructure support allows the easy transport of agricultural goods from the agricultural areas to Iloilo City's largest wet market and other minor markets and provides opportunity for the self-employment through vending.

Impact On Well-being And Social Development

Having a means of livelihood provides the opportunity to meet social needs. However, livelihood that guarantees satisfaction of certain social needs (i.e. housing, clothing, food and water) may actually be disempowering. The case studies presented revealed deprivations experienced by employees, including the self-employed, because of their livelihood — unjust wage, health and social insecurity, the deprivation of leisure, socialization and organization.

In an economic landscape that is driven by liberalization, generating jobs are of prime importance. However, while access to jobs may have increased, the quality of employment has not been addressed

adequately. The social deprivations created by disempowering work conditions breed a group of employees who work in order to live - no matter how harsh work conditions are. Furthermore, physical and psychological health concerns and the need to socialize in the workplace are often ignored. This creates an atmosphere of stress in a workplace and disinterest in social organizations.

Challenges

Examining the quality of employment in Iloilo City and its indicators show that a number of workers' rights are violated. Foremost, is the security of tenure that is not upheld in cases of contractualization in both government and private institutions. The Labor Code stipulates that workers shall be made regular after a six months probation period²⁷. In Iloilo City, however, there are government and private institutions that award job contracts with only a five-month duration. Technically, by being employed less than six months, the employees do not have the opportunity for regularization and are, thus, deprived of security of tenure. Hours of work, as in the case of security guards, often exceed the normal of eight hours. They are also deprived of their weekly rest day.

Wage and wage-related benefits given to employees violate provisions of the law. Paying below minimum wage; non-payment of night shift differential pay; non-recognition of paternity leave rights and failure to give social security benefits can be gleaned from the cases presented.

In cases of self-employment, a social development challenge is in the area of personal well being. The growing number of self-employed in Iloilo City may be seen as a positive trend towards poverty alleviation. However, there are social concerns in this area of employment that need to be addressed. As a mode of employment, being one's own employer gives an individual an opportunity to make decisions on time, benefits, etc. However, in many cases, the self-employed individuals included in the case study are less considerate of their well-being. Time spent on work is often longer and social security (i.e. health, health insurance) concerns and benefits (i.e. leave from work, rest and leisure) are often not attended or

prioritized. In many cases, profit is sought at the expense of one's basic social entitlements. Although self-employment contributes greatly to economic well being, the social well being of the self-employed individual is often sacrificed. Furthermore, the value of labor and social costs, such as the negative impact on family relations, are not factored in as a cost in the pursuit of profit.

There are a number of social and advocacy groups engaged in the improvement of quality of employment in Iloilo. These are employee unions located in some government and business establishments. Examples of which are workers' unions in state colleges and universities and unions in such establishments as Philippine Long Distance Telephone Co. and Bank of the Philippine Islands. Those, however, who suffer the most from deprivations of work, are not organized nor unionized. On the other hand, there are now a growing number of cooperatives and associations among vendors.

It may be interesting to note that while Iloilo is the seat of regional offices of line agencies, the laws safeguarding labor rights have yet to be felt and implemented to the fullest in Iloilo City.

Prospects And Trends

A question raised by many is "which should be given more importance, employment or human rights concerns?" Is poverty alleviation more important than social development? This is a dilemma for many breadwinners even before it becomes a concern for the government or development workers. Striking a balance between the quest for income and profit and personal well being is a challenge that a liberalizing economy faces.

Perhaps, as argued by many development workers, it is distribution of profit that needs to be addressed. In other words, does social justice have space in a liberalizing economy? Profit may be distributed in the form of the social benefits. Where sensitivity to the social needs of workers becomes a concern of hiring institutions, companies or business establishments, a more efficient workforce may likely be produced.

There are companies, which have introduced profit-sharing schemes and distributed benefits entitled by law to its employees. There are also government offices whose human development resource divisions do their best to secure the basic social entitlements of employees in accordance with the law. The Philippine Labor Code is not wanting of protection for workers in the formal sector, but as staff from the monitoring arm of the Department of Labor and Employment Region VI say there are major constraints in law enforcement that have to be dealt with. Foremost is the need to conquer the culture of silence among employees whose rights have been violated. Exploring possibilities of regulating current self-employment and informal employment modes if only to secure the well being of all workers should be encouraged.

Hopefully, by addressing the aforementioned issues, employment can truly be seen as a significant factor to a better quality of life — an economic endeavor that allows individual to generate income and access to basic resources to sustain his/her economic, social, political, cultural and even psychological well-being.

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Footnotes

¹ Department of Tourism, Region VI

² Philippine Travel Hotels Reservation Service, <http://www.philtravelcenter.com/philippines/iloilo.html> accessed on 10 February 2003.

³ National Statistics Coordinating Board, http://www.nscb.gov.ph/ru6/iloilo_city.htm, accessed on 10 February 2003.

⁴ *Ibid.*, p.93. Data drawn from National Statistics Office, 2000 FIES results.

⁵ Social Watch-Philippines 2002, 2001 Report, (Quezon City: Social-Watch Philippines, Action for Economic Reform and Philippine Rural Reconstruction Movement), p. 165.

⁶ Iloilo City Planning and Development Office, Socio-Economic Profile of Iloilo City 2002, and National Economic and

Development Authority Region VI, paper contributed during the Social Watch Consultation-Workshop on October 2002.

⁷ Iloilo City Planning and Development Office, Socio-Economic Profile of Iloilo City 2002, p. 88. Data drawn from NSO FIES 2000.

⁸ Ibid., p. 91. Data drawn from the National Statistics Office Region VI, FIES Iloilo City.

⁹ Social Watch-Philippines 2002, 2001 Report, (Quezon City: Social-Watch Philippines, Action for Economic Reform and Philippine Rural Reconstruction Movement), pp. 115-116.

¹⁰ Ibid., pp 133-144.

¹¹ Ibid., p. 152.

¹² Ibid., p. 155.

¹³ Ibid., p. 158.

¹⁴ Ibid., p. 161.

¹⁵ Iloilo City Planning and Development Office, Socio-Economic Profile of Iloilo City, 2002, pp. 76-77. Data based on DTI Region VI reports.

¹⁶ Ibid., p. 72. Data drawn from records of License and Permits, CMO.

¹⁷ Iloilo City Planning and Development Office, Socio-economic Profile of Iloilo City 2002, p.82. Data generated from NSO Region VI, Labor Force Survey, October 2002.

¹⁸ Ibid.

¹⁹ NSO Region VI, Labor Force Survey, January 2003.

²⁰ NSO Region VI, Labor Force Survey, January 2003.

²¹ Ibid., p.83.

²² Jessica Asne Dator-Bercilla, The Culture of Child Labor: A Means of Survival for the Economically-Deprived Families in Northern Iloilo, University of the Philippines in the Visayas, Miag-ao, Iloilo, 2 July 2002. Paper presented at the Consultation on Child Labor in Region VI organized by the Task Force on Child Labor, July 2002.

²³ Robert Kuttner in Saari, 1999 describes this phenomenon to include the following:

'a policy of high unemployment, assaults on unions by business, hostile takeovers of one business by another, junk bond leveraged buyouts of businesses to get their assets, contingent employment contracts, mergers that allow new managers and owners to close down all or parts of businesses and throw people out of work and unilaterally abrogate employment contracts by going out of business or disappearing'.

²⁴ Ibid.

²⁵ Saari, 1999 on labor and major globalizing corporations, p. 128.

²⁶ Harvey, David, 1989. The Condition of Postmodernity: An Enquiry into the Origins of Cultural Change. Oxford: Blackwell (Sections from Parts II and III) p.231

²⁷ Dator-Bercilla (2001), Flexible Accumulation of Wealth: Fragmenting and Globalizing Impacts on Social Movements, Danyag, University of the Philippines in the Visayas.

²⁸ Bureau of Working Conditions (DOLE), Workers' Basic Rights (brochure), Manila:DOLE.

Local Government Partnership with CSO / NGOs in Dumaguete City

By Carlos M. Magtolis, Ma. Emelen Q. Redillas, Regan P. Jomao-as
and Jesa S. Selibio

Rationale

Prior to the implementation of the 1991 Local Government Code, the national government exercised a paternalistic attitude that compelled local government units to be dependent on the national government. Local units were given limited powers, functions, authorities and resources. Such centralized authority hindered local autonomy and people's participation in local governance. People in the localities were fed with "values" strongly determined by the central authority.

After the EDSA Revolution in 1986, Pres. Corazon Aquino envisioned a close partnership between the government and the Filipino people. This was institutionalized through the passage of Senate Bill 155, otherwise known as the Local Government Code of 1991, which was approved into a law on Oct. 10, 1991.

The Local Government Code of 1991 paved the way to decentralization, devolution and de-bureaucratization, bringing the government closer to the people. Constitutionalist Jose Nollado states that decentralization heightens access of the people to decision and policy making process, enabling them to end their passivity.

In the changing Philippines, NGOs (non-governmental organizations) have assumed significant role in the political system. They have become active partners of the local government units in a number of socio-economic political reforms.

The 1987 Philippine Constitution mandates the empowerment of the NGOs.

Art. II Sec. 23 provides:

"The state shall encourage non governmental, community based, or sectoral organizations that promote the welfare of the nation."

Art. XIII Sec. 16 provides:

"The right of the people and their organizations to effective and reasonable participation at all levels of social, political, and economic decision making shall not be abridged. The state shall, by law, facilitate the establishment of adequate consultation mechanism."

In consonance with the 1987 Philippine Constitution, the 1991 Local Government Code states in section 34:

"Local Government Units (LGUs) shall promote the establishment and operation of people's and non governmental organizations to become active partners in the pursuit of local autonomy."

Both the 1987 Philippine Constitution and the 1991 Local Government Code encourage NGOs to participate in national and local governance. They are provided avenues in planning and monitoring developmental projects/programs such as requiring NGOs representation in the Local Development Council.

In order for every local unit to deliver more efficient projects and programs, local development councils were instituted. Section 106 of the 1991 Local Government Code mandates:

"Each local government unit shall have a comprehensive multi-sectoral development plan to be

initiated by its development council and approved by its Sanggunian. For this purpose, the development council at the provincial, city, municipal or barangay level, shall assist the corresponding Sanggunian in setting the direction of economic and social development, and coordinate development efforts within its territorial jurisdiction.”

Section 107, par. b of the 1991 Local Government Code sets forth the composition of the local development council for the city and municipal levels as follows:

Chairperson: The City or Municipal Mayor

Members: All Punong Barangays in the city or municipality.

The chairman of the committee on appropriations of the Sangguniang Panglungsod or Sangguniang Bayan concerned.

The congressman or his representative; and

Representatives of non-governmental organizations operating in the city or municipality, as the case may be, who shall constitute not less than one-fourth (1/4) of the members of the fully organized council.

In Dumaguete City, the mandate stipulated above has taken shape. Consequently, there are many NGOs that are collaborating with the City Government in the delivery of social services. Amongst these NGOs are the Consuelo Zobel Foundation, Mother Rita and Habitat for Humanity. Their joint venture projects are focused on the delivery of housing services for the less privileged. (e.g. slum dwellers relocated to make way for the city's port expansion project)

Socio-Economic Profile of Dumaguete City

Dumaguete City is the capital city of the Province of Negros Oriental. Organized on June 1901 as a municipality, it became a chartered city on November 24, 1948, by virtue of Republic Act 327, otherwise known as the City Charter of Dumaguete. This was amended on June 21, 1969 by Republic Act 5779.

Dumaguete City with a total land area of 3,426 hectares has a population close to 107,000 people of which 44 percent are children and youth, 53 percent adults and 3 percent elderly. Of the estimated labor force, comprising 65 percent of Dumaguete's population, 14 percent are unemployed, 8 percent work for the local government, 25 percent work in the private sector, 16 percent are self employed, 17 percent are not gainfully employed and 20 percent students. The minimum wage rate for the region is P135 per day (P3,510 monthly). This is lower than Manila's daily wage rate of P180 per day (P4,680 monthly)

The City Planning and Development Office, reports that 65 percent of Dumaguete's households live below the poverty line. This figure is slightly lower than the national estimate of 70 percent. The Department of Social Welfare and Development has pegged the poverty line at P6,409 with P4,714 as the food threshold. Substandard housing remains a problem in Dumaguete, with the influx of the unemployed from the outlying villages, as well as migrations from neighboring towns and provinces.

There are still various basic needs that are still to be addressed by the City Government. It must be noted that the Province of Negros Oriental according to the Social Watch report ranked 64th in the entire country. This fact has a great implication to the developmental needs of the City. People from the other parts of the province migrate to the city. Thus, the City has to increase the delivery of basic social services.

Dumaguete City because of its status as a University town entices people who are not registered residents of the locality to come and study in the city. It is estimated that there are more than 20,000 who are living in the city but are not officially registered as residents. They include students, professionals and other kinds of workers who are living but whose place of residence is not in Dumaguete City. The present local chief executive of the City, Mayor Agustin Perdices lamented that these people are not helping in the effort of the city to increase the I.R.A and yet they enjoy the services of the City.

Dumaguete City has also been adversely affected by the creation of new cities in the province.

Every time a new city is created, the City loses P2 million from the I.R.A. From P167 million in 20(?), the I.R.A of Dumaguete City has declined to P134 million in 20(?).

With the increasing size of the population and the decreasing amount of the City Government's I.R.A, the availability of basic social services may not be enough to sustain the needs of the people.

Another pressing concern of the city is how to increase locally generated funds such as the local taxes from the business entities as part of efforts to increase the delivery of basic social services. A major problem encountered in generating funds is tax evaders. A transportation company for instance was investigated because of the limited number of its declared vehicles. Although the company actually operated more than 100 vehicles, it only declared 30 vehicles. For many years, the company was able to get away with paying less taxes than it should have because of the under declaration of its assets. The City Government is now closely monitoring these kinds of loopholes in local taxation. It is an accepted fact that many business establishments are not declaring their exact sales. Sales figures are used a basis for computing the amount of taxes to be paid. On the other had, it is a very difficult task for City Government to determine the volume of sales. Thus, in order to augment locally generated funds, the local chief executive of the city government pressures business entities such as department stores to give donations to the City Government aside from the taxes that they are required to pay.

Problems in population growth, insufficient social services as well as inefficiency in tax collection are also prevalent in the national level. As a result, the deprived sectors of the country continue to suffer from poverty and inadequate social services.

In order to solve the various socio-economic-political problems both in the local and national level, civil societies must take a pivotal role in affecting changes. Civil societies must continually monitor the performance of the government. They must serve as "watchdogs" to the government. They have to organize and lobby for the interests of the people that

they represent. At the same time, they must also encourage other private organizations to work with the government in fighting poverty.

On the other hand, the local government units must be given more degree of independence to maximize their potentials and resources. This will become a reality either by converting the current presidential system into a federal form of government. It would also help considerably if the provisions of the 1991 local government code are implemented more rigorously.

Objectives of the Study

This case study was conducted by the City Government of Dumaguete. The joint venture undertaking between the City Government and NGOs has existed for sometime. There are a number of social services extended to the community through the collaborative efforts of the City Government and NGOs. However, this partnership continues to be undermined by a number of issues and concerns related to accreditation and representation in the local development council. This study looks into the collaboration between the City Government and the CSOs/NGOs through their representation in the local development council.

These are the objectives of the study:

- I. To identify the Accredited/Active NGOs.
- II. To identify the NGOs' representatives to the Local Development Council.
- III. To determine the frequency of meetings of the Local Development Council.
- IV. To identify the sectors represented in the Local Development Councils.
- V. To examine the level of representation in the Local Development Council of disadvantaged groups such as:
 - A. Women Sector
 - B. Indigenous People Sector
 - C. Other Vulnerable Groups
- VI. To determine the procedures for NGOs accreditation.
- VII. To present the possible steps that should be undertaken by the City Government and NGOs to strengthen the latter's participation in local governance through their representation in the local development council.

Data Presentation and Analysis¹

Number of Accredited Active NGOs

As of the Second Semester of CY 2002, there were 26 accredited NGOs in Dumaguete City, Negros Oriental. These are:

1. Negros Oriental Multi-Purpose Dairy Cooperative (NORDAC)
2. Negros Oriental Center for People's Empowerment and Development, Inc.
3. Bajumpandan Multi-Purpose Cooperative (BAJUMUCO)
4. Justice, Economy, Environment and Resource Against Poverty Multi-Purpose Cooperative (JEERAP-MPC)
5. Women's Health Center/SUMC Family Planning Project
6. Dumaguete City Government Employees General Welfare Association, Inc. (DCGEGWAI)
7. Kristohanong Katilingban Saving and Credit Cooperative
8. Negory Leaders Foundation, Inc.
9. Dumaguete City Shelter for Homeless Children, Inc.
10. Dumaguete City (Host) Lions Club
11. St. Maria Goretti Development Education Foundation, Inc.
12. Young Men's Christian Association (YMCA) of Negros Oriental, Inc.
13. Metro Dumaguete Employees Multi-Purpose Cooperative (MEDEMCO)
14. Negros Oriental Development Center (NODC)
15. Visayas Cooperative Development Center (VICTO)
16. Calindagan Women's Association
17. Dumaguete Cathedral Credit Cooperative (DCCCO)
18. Bantay Bayan Foundation, Inc. (BBFI), Metro Dumaguete Chapter
19. National Anti-Crime and Illegal Drugs Association, Inc. (NACIDA)
20. Association for the Welfare of the Filipino Children, Inc.
21. Dumaguete Child Foster Care Project, Inc.
22. Banking Assistance for Sustainability of Investors and Cooperatives Foundation, Inc.

23. Perpetual Help Community Cooperative, Inc. (PHCCI)
24. St. Catherine Family Helper Project, Inc.
25. Negros Oriental SEARCH (Special Emergency Assistance Reinforced Chain of Help) and Rescue Team Association Inc.
26. Ting Matiao Foundation

In Dumaguete City, the Local Development Council is composed of the following:

- Chairperson:** Hon. Mayor Agustin Ramon M. Perdices
- Members:**
- A. Punong Barangays
 - B. Hon. George Sy (Chairman of the Appropriation Committee in the City Council)
 - C. Congressman Emilio Macias
 - D. 12 Accredited NGOs (selected from the 26 accredited NGOs)

Below is the list of the 30 Punong Barangays of Dumaguete City as of August 15, 2002 with the corresponding barangays they represent.

| No. | Barangay | Punong Barangay |
|-----|-------------|---------------------------|
| 1 | Bagacay | Vincent Andrew A. Perigua |
| 2 | Bajumpandan | Orlando B. Enquig |
| 3 | Balugo | Nicolas Rivary I. Buling |
| 4 | Banilad | Jose S. Pino |
| 5 | Bantayan | Albert C. Aquino |
| 6 | Barangay 1 | Harrison K. Gonzales |
| 7 | Barangay 2 | Isidro A. Teves |
| 8 | Barangay 3 | Isolde V. Consing |
| 9 | Barangay 4 | Jaime L. Ponce de Leon |
| 10 | Barangay 5 | Rosalind B. Ablir |
| 11 | Barangay 6 | Adriano A. Suela |
| 12 | Barangay 7 | Louise T. Maputi |
| 13 | Barangay 8 | Raul V. Infante |
| 14 | Batinguel | Antonio M. Salvoro |
| 15 | Bunao | Franklin G. Elemia |
| 16 | Cadawinonan | Zacharias L. Albina |
| 17 | Calindagan | Antonio F. Carino |
| 18 | Camanjac | Romeo I. Inquig |
| 19 | Candau-ay | Segunda S. Dicen |
| 20 | Cantil-e | Alejandra V. Sanchez |
| 21 | Daro | Antonio C. Torres, Jr. |
| 22 | Junob | Felix B. Orillana |
| 23 | Looc | Cenon R. Catipay |

| | | |
|----|------------|--------------------------|
| 24 | Mangnao | Diogracias B. Sargento |
| 25 | Motong | Abundio M. Linao, Sr. |
| 26 | Piapi | Jose B. Quitay |
| 27 | Pulantubig | Romulo A. Ceriales |
| 28 | Tabuctubig | Mario I. Cual, Sr. |
| 29 | Taclobo | Godofredo Alan S. Suasin |
| 30 | Talay | Leonida D. Sarming |

Below is the list of the 12 NGOs, which sit as members of the Dumaguete City Local Development Council.

| Name of NGO/PO/PS | Representative |
|--|-----------------------------|
| Kristohanong Katilingban Saving and Credit Cooperative | Mr. Wendell V. Ramira |
| Visayas Cooperative Development Center (VICTO) | Mr. Rene Caballero |
| Negros Oriental Multi-Purpose Dairy Coop. (NORDAC) | Mr. Edgar Tebio |
| Dumaguete Cathedral Credit Cooperative (DCCO) | Mrs. Loreta D. Sable |
| Calindagan Women's Association (CWA) | Mrs. Mercuria Alviola |
| Dumaguete City (Host) Lion's Club | Mr. Geronimo H. Villegas |
| Dumaguete City Shelter for Homeless Children, Inc. | Mrs. Erna Refugio |
| Negros Oriental Development Center (NODC) | Mrs. Carmen I. Gloria |
| Justice Economy Environment and Resource Against Poverty Multi-Purpose Coop (JEERAP-MPC) | Mr. Siverio B. Saceda |
| Ting Matiao Foundation (TMF) | Mr. Atilano V. Merced |
| Negros Oriental Center for People's Empowerment and Development Inc. | Mr. Dante T. Gillesania |
| Metro Dumaguete Employees Multi Purpose Cooperative (MEDEMCO) | Mr. Marcelino Vendiola, Jr. |

The Local Chief Executive of Dumaguete City, Hon. Mayor Agustin Ramon Perdices is the chairman of the City Development Council. There are 44 members: thirty Punong Barangays of the City Government; the chairman of the appropriations committee of the City Council; the Congressman representing the city; and 12 representatives of the NGOs duly elected from the 26 accredited NGOs.

NGOs are represented in the Local Development Council enabling them to participate in planning, directing and monitoring projects and programs affecting the locality.

On August 17, 2001, the DILG City Office conducted an election among the accredited NGOs, Peoples Organizations, and the Private Sector for representation to the different local special bodies.

Within the Local Development Council, an executive committee was also created to deliberate on matters that require immediate attention. The Executive Committee of the Dumaguete City Development Council is composed of the following:

Chairperson: Hon. Mayor Agustin Ramon M. Perdices
Members: ABC Representative – Hon. Harrison Gonzalez
 One Rural Barangay Representative – Felix Orelana (Brgy. Capt. of Brgy. Junob)
 One Women's Sector Representative – Segunda Dicen (Brgy. Capt. of Brgy. Candau-ay)
 Two NGO Representatives:
 *Justice Economy Environment and Resource Against Poverty Multi-Purpose Coop. (JEERAP-MPC) – Mr. Silverio B. Saceda Jr.
 *Negros Oriental Multi Purpose Dairy Coop (NORDAC) – Mr. Edgar Tebio

The executive committee of the City Development Council is headed by the local chief executive. The members are as follows: the ABC President (Harrison Gonzalez), who at the same time, represents the urban barangay; rural barangay representative (Felix Orelana); women's sector representative (Segunda Dicen) and two NGO representatives

(JEERAP-MPC and NORDAC). The two NGOs were chosen from the twelve NGOs representatives of the City Development Council.

The whole body of the City Development Council is required to meet once a year, specifically on the first month of the year. While the Executive Committee is tasked to meet anytime as crucial needs arise.

Sectors Represented in the Local Development Councils

In compliance with the mandate of the 1991 Local Government Code, the following sectors are represented: the local chief executive, the Sanggunian, the Congressman, the barangays and the NGOs. There are special sectors represented: urban barangay, rural barangay and women's group.

The Indigenous People (IPs) and some other vulnerable groups are not represented in the City Development Council. These are the deprived sectors that need representation in the local development council. Their welfare must be taken into consideration and their demands must be heard.

Procedure for NGO accreditation

Inventory of People's and Non Governmental Organizations

1. Within one month upon their assumption to office, all Provincial Governors, City Mayors and Municipal Mayors shall cause the immediate inventory or updating of all duly registered people's and non-governmental organizations. For this purpose, the concerned local chief executive may assign an office or designate an appointive local official to prepare or update the said inventory.
2. On the basis of the said inventory, a list of such organizations operating in the local government unit shall be prepared. The list shall contain the following data or information for each people's or non-governmental organization:
 - (a) name, office address, telephone number, fax number and e-mail address, if any, of the organization;

- (b) objectives or purposes and services offered;
- (c) community or communities currently served;
- (d) project development and implementation track record;
- (e) names, addresses, telephone or fax numbers of officials, as well as, list of members;
- (f) national, regional, provincial, city and municipal affiliations, if any; and whether the organization is accredited or still to be accredited.

3. Organizations in the list shall be further grouped either as Civil Society Organizations (CSOs) or Private Sector Organizations (PSOs). Peoples and non-governmental organizations, civic groups, associations of professionals and related associations fall under the category of CSOs. On the other hand, organizations such as the Philippine Chamber of Commerce and Industry or their local chambers or affiliates, fall under the category of PSOs.

4. The completed list constitutes the Directory of Local CSOs and PSOs. It shall serve as a reference document.

5. All local chief executives are likewise encouraged to enlist the assistance of CSO and PSO networks in their localities, as well as, concerned national and local government offices in the preparation of the said directory.

Dialogue with CSOs and PSOs

Upon the completion of the directory, all Provincial Governors, City Mayors and Municipal Mayors shall, within the first week of August, call and preside over a dialogue with the heads of CSOs and PSOs and all the members of the Sanggunian. Agenda items may include the following concerns:

- (a) Validation of the Directory of Local CSOs and PSOs
- (b) Local Government Plans for CSO and PSO Accreditation and Selection;
- (c) CSO and PSO Representation in Local Special Bodies; and
- (d) Relations with CSOs and PSOs

Accreditation Phase

Calls for Accreditation:

1. Within three days after the dialogue with the CSOs and PSOs, the Sanggunian shall issue a notice or Call for Accreditation. It shall be the responsibility of the Sanggunian to see to it that:
 - (a) every organization listed in the Directory of Local CSOs and PSOs is provided with a copy of the notice one week prior to the official start of the filing of application;
 - (b) copies of the notice are prominently posted in conspicuous and publicly accessible places within the provincial capitol, as well as city, municipal or barangay hall, one week before and during the whole duration of the accreditation period; and
 - (c) application forms are readily available to interested CSOs and PSOs.
2. CSOs and PSOs seeking accreditation shall, within ten days from the issuance of the Notice of Call for Accreditation, submit the following requirements in five copies, to the Sanggunian:
 - (a) Letter of Application
 - (b) Duly accomplished application form
 - (c) Board resolution signifying intention for accreditation for the purpose of membership in the local special bodies;
 - (d) Certificate of Registration
 - (e) List of current officers
 - (f) Annual Accomplishment Report for the immediately preceding year; and
 - (g) Financial Statement of the immediately preceding year.

Accreditation Proper

1. The Sanggunian may organize a Special Committee constituted from among its members to evaluate all applications for accreditation. Otherwise, the Sanggunian, as a body, shall evaluate such applications.
2. The Special Committee shall evaluate all applications for accreditation within five days from the

last day of the submission of applications. All concerned are to be guided by the criteria for accreditation embodied under Article 64 of the Rules and Regulations implementing the Local Government Code, as follows:

- (a) Registration with the Securities and Exchange Commission, Cooperatives Development Authority, Department of Labor and Employment, Department of Social Welfare and Development or any national government agency that is empowered by law or policy to accredit people's organizations, non-governmental organizations or private sector organizations, if not formally registered, the said organizations may be recognized by the Sanggunian for purposes only of meeting the minimum requirement for membership of such organizations in the local special bodies;
 - (b) Organizational purposes and objectives which include community organization and development, institution building, local enterprise development, livelihood development, capability building, and similar developmental objectives and considerations;
 - (c) Community-based project development and implementation track record of at least one year;
 - (d) Reliability as evidenced by the preparation of annual reports and conduct of annual meetings duly certified by the board secretary of the organization.
3. In the event a CSO or PSO fails to comply with the documentary requirements within the application period, the Special Committee shall notify such CSO or PSO and enjoin the submission of all administrative requirements. Failure on the part of the CSO or PSO to complete the said requirements within seven days but not later than the last day of submission of documentary requirements shall be a ground for disregarding an application for accreditation. The Special Committee shall advise the Sanggunian on such failure which, in turn, shall issue a Notice of Failure to Meet the Accreditation Requirements to the concerned CSO or PSO.

4. The Sanggunian shall issue the Certificated of Accreditation to qualified CSOs or PSOs within four days after the end of the application period, or upon receipt of the Special Committee's Report and Recommendations. Failure on the part of the Sanggunian to issue the Certificates of Accreditation to qualified CSOs or PSOs, that applied and have complied with the requirements for accreditation, shall mean the automatic accreditation of such CSOs or PSOs.
5. In the event that the Sanggunian disapproves of the application for accreditation, a Notice of Disapproval shall be sent immediately to the concerned CSO or PSO, indicating therein the reason or reasons of disapproval.
6. The Sanggunian, in consultation with the local chief executive, may organize a Technical Working Group (TWG) to assist the Special Committee in the processing of applications for accreditation. The TWG may be composed of appointive officials and employees. The Sanggunian may also invite CSO and PSO representatives as resource persons to the said group during the application processing phase. The TWG shall only act in aid of the Sanggunian, and shall be disbanded once accreditation is completed.
5. A list of accredited CSOs and PSOs shall be prominently posted in a publicly accessible place within the provincial capitol, city, municipal or barangay hall, one week before and during the whole duration of the accreditation period.

Other Considerations for Accreditation

1. The Sanggunian shall, ipso facto, accredit the CSOs or PSOs which meet and comply with all the administrative requirements enumerated in the Memorandum Circular.
2. Only accredited organizations shall be qualified for representation in the local special bodies.
3. An organization and its chapters, affiliates, field offices or local organizations may be qualified for accreditation in the localities where such en-

tity operates provided they meet all the requirements set forth in this issuance.

4. An organization whose coverage does not include the entire local government unit to which it seeks accreditation may be accredited provided it complies with the requirements for accreditation and that its programs or projects have significant impact in the concerned government unit.
5. Accreditation is continuing process whereby CSOs and PSOs may apply and obtain accreditation at any time. The only legal effect of not applying for accreditation or having applied but validly denied accreditation is that such organizations are not entitled to representation in the local special bodies.

Appellate Jurisdiction

The Sanggunian shall have original and exclusive jurisdiction to accredit organizations for membership in the local special bodies. The higher Sanggunian, or the Secretary of Interior and Local Government, as in the case of province, highly urbanized cities and independent component cities, shall have appellate jurisdiction over appeals from those applying but whose accreditation are not approved. The appeal shall be made within fifteen (15) days from the receipt of the disapproval. The decision of the higher Sanggunian or the Secretary of Interior and Local Government shall be final and executory. In the event that the appeal is not acted upon within fifteen calendar days from receipt of the appeal, the said appeal shall be deemed approved.

Recommendations

1. The 1991 Local Government Code mandates that the number of NGOs representatives must be at least one-fourth of the total composition of the local development council. Another requirement that must be defined is the equal representation of the varying NGOs in the council. Representation shall ensure that all forms of NGOs with different concerns must be given the opportunity to sit as member of the council. The present NGOs in the local development council

of Dumaguete are mostly credit cooperatives. There are six out of twelve NGOs that are classified as credit and multi-purpose cooperatives. Only one NGO represents the women sector. The local development council must maintain a balanced representation in order for the City Government to address the developmental needs of all NGOs in the city.

2. The other vulnerable groups must be accredited such as the association of pedicab drivers, market vendors and the unemployed indigenous people.
3. The local legislative body has the appellate jurisdiction to accredit NGOs for membership not only in the local development council but in other local special bodies as well. There are possibilities that the city council might politicize the process. For example, they may accredit NGOs that are politically inclined with the majority of the council.

The executive branch of the City Government with the thirty barangays, headed by the barangay captains must also take part in the deliberation as to what NGOs

will be represented in the local development council. This approach will ensure a system of check and balance is in place as well as equal representation.

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Footnotes

¹ The data used in the writing of Dumaguete City's case study were based on the reports/list provided by the Offices of the City Administrator, City Council, City Planning Office and the Sectoral Desk. These reports/lists are the following: 1) Different sectoral representations, membership or composition of the Local Development Councils; 2) Accredited NGOs/POs as well as the process of accreditation; 3) Specific developmental plans of Dumaguete City; and, 4) Additional reports regarding NGOs representation in the local development council.

The Tulunan Peace Zones: Cotabato

By Joseph Gloria and Danilda Fusillero

In July 1988, the Catholic Bishops' Conference of the Philippines (CBCP) called on all sectors of society to actively participate in the quest for lasting peace. The CBCP identified the establishment of Peace Zones in areas of conflict as the primary mechanism by which the quest for peace would take off.

In response to the CBCP's call, the administration of then-president Corazon Aquino created the Office of the Peace Commissioner under the Office of the President. Subsequently, in September 1992, Aquino's successor, Fidel Ramos, constituted the National Unification Commission (NUC) with peace advocate Haydee Yorac at the helm. The NUC was replaced by the Office of the Presidential Assistant for the Peace Process in 1997. The focus of all these offices was and still is to facilitate the government's program for peace and national unification.

Among the first Peace Zones to be established was the Tulunan Peace Zones, which comprised four of the remotest barangays in the municipality of Tulunan in the province of Cotabato. This case study tries to take a look at these four barangays and how the peace zone experiment fared. It also attempts to look at the impact of development assistance, aimed at alleviating poverty, on the lives of people living in villages where "constant conflict and sporadic peace occurs."

A Profile of the Four Peace Zone Barangays

The municipality of Tulunan is a fifth class municipality located in the eastern part of Cotabato. About 80 percent of the municipality is classified as mountainous.

There are four declared peace zones in Tulunan. These are the barangays of Bituan, Banayal, Tuburan

and Nabundasan. All are located in the eastern part of Tulunan and are among the remotest upland barangays of the municipality.

Barangay Bituan derived its name from "batwan", an endemic fruit tree abundant in the area. Before the arrival of Visayan migrants, the indigenous tribe of the T'boli inhabited the area. The barangay covers approximately 1,200 hectares, 72 percent of which are classified as agricultural land and 27 percent as woodland and open grassland. The remaining areas are utilized for human settlements and institutional services.

Barangay Bituan has some 124 households whose source of income is mainly derived from upland farming. Various social groups exist in the community. These are farmers' organizations, cooperatives, and church-based community associations. The social services present in the barangay include primary health, through a health center, and basic education, through a primary school and a literacy program conducted by the church. The barangay also has its own potable water system and is able to provide access to electricity to some of its households.

Barangay Banayal is 15 kilometers from the center of Tulunan town. The B'laan, an indigenous tribe, originally called the place "El Abnaya", a term referring to a body of pristine water (usually a brook) that traverses the village. In the early 1950s, migrants from some Visayan provinces began to flock and settle in the area.

The barangay covers approximately 1,329 hectares of land, thirty-nine percent of which is open grassland and idle land. Some 253 households populate Banayal. Their main source of income is upland farming. Similar to Bituan, Barangay Banayal also

has its own health center, a potable water system, and elementary and secondary schools. Among the barangay's *sitio* or sub-villages, Sitio New Alimodian was the most affected by the different armed conflicts that began in 1970s and which continue up to the present.

The third barangay declared as a peace zone is Naundasan. The barangay covers around 2,000 hectares of land and has an estimated household population of 144.

The fourth peace zone comprises a portion of Barangay Tuburan called Miatub. It covers approximately 25 hectares and has 60 households.

The four barangays are contiguous and have slightly rolling to upland topography. Most of their residents are small farmers engaged in the production of corn and other crops. Some residents collect firewood, which they sell in the town center for income.

Before the escalation of the Muslim-Christian conflict in the 1970s, residents in these areas lived in abundance. Wildlife inhabiting the forest areas, which cover about half of the land area of the four barangays, was one of the main sources of valuable protein for the locals. The good soil condition and balanced humidity also allowed farmers to profit from agriculture. Oldtimers say that sloping farms used to produce a substantial harvest of rice and corn. "Waay kami problema sa pagkaon sang una nga panahon" (We do not have problems with food before), relates seventy-two year old Rodrigo Mondia Sr.

Various river systems and creeks also traverse the four barangays. These bodies of water are the main sources of freshwater fish and of water for household and agricultural use.

Before the influx of Visayan settlers, the T'Boli or B'laan tribes inhabited the four barangays. They were governed by indigenous systems of governance headed by the *datu* or chieftain. In the mid-1950s, migrants from the Visayas began to settle in the area. Their settlement was facilitated by an influential local chieftain, Manampol sa Palao. With the steady in-

flux of migrants, the original settlers were slowly outnumbered and pushed into the margins. In the 1950s, land titling favoring the new settlers legalized the forced acquisition of land and diminished the landholdings of the original inhabitants. Rather than facilitate economic progress in the four villages, land titling, it can be said, pushed the indigenous peoples to extreme poverty.

Armed conflicts

The abundant supply of food in the area started to decline when the Muslim-Christian conflict erupted in the early 1970s. Anti-Muslim sentiments rose among the migrant settlers, mostly Christians, who began to form armed civilian groups against the Muslims. Counter killings and land grabbing between the Christians and Muslims also heightened. It was at this point that the decade long conflict between the Ilaga and the Blackshirts peaked. The infamous Kumander Toothpick (Leopoldo Baylosis) of the Ilagas used to frequent Barangay Bituan where his relatives, also members of the Ilaga, reside.

As the conflict worsened, intermittent evacuations of residents in the four barangays resulted to abandonment of dwellings and productive farms. The forced displacement took its toll on the economic well being of the local residents, who experienced the severest impact of the conflict from the 1970s till the 1980s. Economic activities in the area were often stifled if not crippled. Agricultural production further stagnated as a ten-month drought occurred in the early 1980s that brought famine and disease.

Already mired in poverty as a result of the constant conflict between the Christians and Muslims, the residents' plight was further aggravated by the poor services they received from the government. Health services were irregular, classes in schools were often disrupted, and roads connecting the area to the town center were impassable during the rainy season.

More than a decade of deprivation resulting from armed conflict and government neglect coupled with the four barangays' remote location set the ground for the communist insurgents to move in.

In 1982, with residents having yet to recover from the ravages of the Muslim-Christian conflict, the NPA or New People's Army, the armed wing of the Communist Party of the Philippines (CPP), crept in to the area and began to establish its "mass base". In less than a year, violent encounters between the communist insurgents and government forces started. The military also started flushing out suspected supporters of the NPA.

The first civilian casualty of the militarized environment was Pedro Pagaran, who was suspected as a communist by the military and was summarily executed. The total number of local residents executed by the military for allegedly supporting the communist insurgents during this period was 13: seven from Barangay Bituan alone, the rest from the villages of Banayal and Nabundasan.

Aside from the threat of summary execution, several residents were also subjected to detention and torture in military camps. Former barangay captain Rodrigo Mondia aptly described the 1980s as a decade of "patay, bakwit, gutom kag torture" (killing, evacuation, famine and torture).

In a bid to contain the "massive support the NPA was getting from the masses", the military unilaterally declared Barangay Bituan as a "no man's land". The declaration "officially" displaced the residents of the barangay, forcing them to flee and seek refuge in the forested areas surrounding the barangay. Some sought refuge in evacuation centers near the town center. For more than two years, between 1983 to 1985, more than forty houses were burned and the remaining live-stock looted allegedly by government troops.

The war in Bituan eventually spread to the adjacent barangays. For the period from June to September 1989, mass evacuations from the barangays of Bituan, Banayal and Lampagang took place. An estimated 125 families were forced to share the discomforts of living as internal refugees in the Banayal Elementary School.

As the influx of evacuees increased, the situation in the evacuation center worsened, further aggravated by the military, which constantly blocked

food and other supplies intended for the refugees. From December 1989 to January 1991, eighteen children and four adults in the evacuation center died due to famine and disease. In a nearby village of B'laans, Barangay Bacung, a total of 29 B'laan children died from diseases.

Looking for Solutions?

With the residents growing weary of their situation in the evacuation centers, barangay officials of the four affected villages met and formed the Inter-Barangay Disaster Council (IBDC). The IBDC, following several brainstorming sessions and consultations with refugees, concluded that the continuous displacement from their respective barangays has caused severe economic hardships for the refugees, resulting to famine and uncontrolled outbreaks of diseases.

It was during this period that the concept of establishing a peaceful and gunless community evolved. In December 9, 1989, a resolution was passed by the officials of the four barangays that prompted the IBDC to declare Barangay Bituan as a Peace Zone. This self-declaration by the refugees and barangay officials called for the full demilitarization of Bituan. The ten-point declaration can be summarized as follows:

- 1) No establishment of military detachments and or checkpoints within the Peace Zone.
- 2) No carrying of firearms in the area.
- 3) No armed confrontations between the NPA and military.
- 4) No recruitment or formation of para-military units.

The declaration also identified Barangay Bituan as a temporary resettlement area for internal refugees. To strengthen the declaration, the residents and barangay officials held several dialogues and negotiated with the military, local government units (LGUs) and the communist underground movement to solicit the latter's support for the peace initiative.

The results of this solicitation for support were varied. The Tuluhan LGU, except for facilitating community consultations, remained adamant in its refusal to provide local legislative support and recognition for the peace zones. The military, on the other hand,

has still to issue any statement as regards to the peace zone initiative. It was only several months later that the community's initiative was given a boost when the NPA issued a position paper pledging support for the community's initiative for peace.

In February 10, 1990, in order to dramatize the refugees' unwavering quest for peace, more than 700 men, women and children marched from the Banayal evacuation center to Barangay Bituan. The refugees called the mass action their "exodus to peace".

Since the exodus, support from the LGUs and government line agencies started to trickle in. A month after the exodus, Representative Gregorio Andolana sponsored a congressional inquiry into the human rights violations in the Peace Zones. The inquiry prompted the Office of the Presidential Peace Commission and the National Secretariat for Social Action to visit the Bituan Peace Zone.

Subsequently, the other areas adjacent to Bituan that are affected by the conflict adopted the same community initiative. The peace zones of Miatub (in Barangay Tuburan) and Nabundasan were established after almost a year. Barangay New Alimodian was the last of the four peace zones established in Tulunan town.

Yet, despite the support and recognition the four peace zones were enjoying from the local and national governments, military operations continued. From March 1990 to 1991, the military resorted to food blockades, looting, burning of houses and interrogation of civilians in order to get at the NPA. Maximo Casulocan of Bituan recalls that "the first year of the establishment of the peace zones was difficult" citing military apathy towards the peace declaration.

Rebuilding the Communities

The peace zone was conceived as an area-based, community-initiated non-violent approach to the cessation of armed conflict in a particular area. It involves a people-initiated ceasefire where armed combatants are called upon by community members to withdraw from the declared area. In most cases the peace zones are unilateral declarations of people in the communities.

For people who have been caught in the middle of conflict for more than two decades, the reason for declaring zones of peace are simple and basic. Nabundasan Peace Zone and Development Council Chair Jerry Nim reasons out, "Gusto namon mabuhing tawhay!" (We want to live in peace!) Other leaders in the other peace zones echo Nim's reason for establishing the peace zones in their respective localities. Maximo Casulocan of Bituan adds, "our vision is reinforced by the constitutional provision that recognizes the right of every Filipino to live in peace and prosperity".

Rebuilding their communities was not an easy task for the former refugees. Armed with nothing when they returned to their respective villages, residents had to turn to different agencies for assistance. "Nagsugod kami sa zero, pati mga balay namon naubos kasunog" (We started from nothing, even our houses were burned to the ground), remembers Jessie Capasgurdo of Barangay Banayal.

Among the first to respond to the needs of the peace zone, areas were church-based groups and non-government organizations. The types of assistance they provided were varied and sometimes were only for a short-term period. From the early 1990s, the following assistance were provided to the Tulunan Peace Zones:

- 1) Provision of housing construction materials
- 2) Relief assistance to refugees
- 3) Medical outreach programs
- 4) Capacity building and institutional strengthening
- 5) Literacy and educational scholarships
- 6) Livelihood development projects
- 7) Micro lending projects.

Apart from the assistance provided by the private sector, the local and national governments provided considerable funds for several "poverty alleviation projects" in the area. The most significant of these was the PhP 20 million Special Development Area (SDA) assistance fund from the National Reconciliation and Development Program (NRDP) under Malacañang.

It is estimated that from the period 1990 to 2000, more than PhP 50 million was poured into the Tulunan

Peace Zones by the different government agencies and non-government organizations.

In 1991, the Office of the Peace Commissioner (OPC) disclosed that the major stumbling block for the maintenance of Peace Zones in the country was the reluctance of combatants to recognize and respect the people's declaration. The commanders of the Armed Forces of the Philippines (AFP) who have operational responsibility for some of the peace zones are wary of the peace zones. To them, these declarations give legitimacy to the cause of the CPP-NPA. On the other hand, the local fronts of the NPA also insinuate that the peace zones are "part of the military's anti-insurgency campaign."

While the four communities were able to declare their areas as "peace zones", the demilitarization of the surrounding areas, which are beyond the control of the residents, remains an elusive dream. Even if the Tulunan Peace Zones had been established, confrontations between the military and the NPA still continue. For 2002 alone, the Justice and Peace Program of the Diocese of Kidapawan recorded ten incidents of violations of peace zone provisions. And just as no solution seems apparent to the unabated confrontation between the combatants, the prospect for economic recovery for the four villages also looks dim.

The Special Development Assistance (SDA) is the largest funded project implemented in the peace zones by the government. It allocated a development fund that averaged PhP 5 million per barangay. The project was aimed at rebuilding the local economies of the four peace zone barangays.

Interviews with key leaders in the four barangays revealed that the SDA suffered implementation problems from the beginning.

Some leaders attribute the failure of the SDA project to the inherent flaws common to most government projects. While the nature of the development assistance was to provide quick response to the immediate needs of the communities affected by the conflict, the flow of SDA funds was often bogged down by bureaucratic red tape. In most cases, the

speed in the delivery of the assistance was sacrificed in favor of following the stringent systems of government bureaucracies.

Barangay leaders also assert that the lack of transparency resulted to alleged manipulations in the bidding for construction materials, the padding of price quotations, and overpricing of materials. Aside from these, various sub-projects meant to propel economic activity in the four villages were also dismal failures. The accumulated problems encountered in the SDA project along with the involvement of some of the village leaders in its implementation threatened to disintegrate the various social organizations in the four peace zones.

In spite of the inflow of development aid, the poverty situation in the four peace zones has not changed dramatically. A review of recent documents from the local health offices showed that in Barangay Banayal, 49 percent of school-age children suffer from 1st degree malnutrition. In Barangay Bituan, roughly 56 children are classified as malnourished. In terms of education, the four barangays have to make do with the elementary and secondary schools in Banayal for the education of its children.

One of the social services provided since the area was declared as zones of peace was the electrification of Barangay Bituan. However, only 29 of the 124 households enjoyed access to electricity. At present, electric service to ten of the 29 households has been cut off because of their failure to settle their bills.

Economic activity in the four peace zones did not also take off in spite of the development assistance and the various livelihood projects introduced by government and non-government organizations. Most of the sloping agricultural lands in the area now suffer from topsoil depletion making the lands under-productive. An ocular survey of the forest cover would reveal that only a few green patches remain. Jerry Nim laments, "May gamay nang nasugdan, pero indi ta gihapon masumada nga may kalambuan na" (There were some gains, but not enough to say that development is felt).

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