

**CONTRIBUTIONS TO THE PROVISION OF BASIC SERVICES OF THE
SELECTED BARANGAYS IN BAYUGAN CITY AGUSAN DEL SUR,
PHILIPPINES: IT'S ADMINISTRATION AND GOVERNENCE**

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ABSTRACT

Governance has been defined as “the manner in which power is exercised in the management of the country’s economic and social resources for development”. However, governance is not simply about how government conducts business in its own sphere. It is also about how government interacts with civil society. It tells how well government has encouraged and facilitated people’s participation not only in the delivery of services but also in evaluation and monitoring of government performance itself. In spite of technological advancement in information systems, people remain the most important factor in private and public organization. None of these techniques or management methods is effective unless they are administered and carried out by competent Barangay officials. Considering the importance of human power development, The City Government of Bayugan, Agusan del Sur conducted training programs, leadership seminars, and other Seminar-Workshop to fully reach the competence of leadership for the improvement of Barangays in. Projects are being monitored every year to see and testify if one City has improved under the administration of the said officials.

Keywords: *contributions, the provision of basic services, administration and governance*

A. BACKGROUND OF THE STUDY

Governance has been defined as “the manner in which power is exercised in the management of the country’s economic and social resources for development”. However, governance is not simply about how government conducts business in its own sphere. It is also about how government interacts with civil society. It tells how well government has encouraged and facilitated people’s participation not only in the delivery of services but also in evaluation and monitoring of government performance itself.

Virtually every developing country has a systematically elaborated national plan to hasten economic growth and further a range of social objectives. Projects means by which investments and other development expenditures foreseen in plans can be clarified and realized. Sound development plans requires good projects, just as good projects require sound planning.

Community participation in project planning and management is essential in enhancing development at the basic community level, a critical for tool and sustainable development and a foundation for national development. Furthermore,

it also promotes equity, legitimizes decision making processes, builds, strengthens self-determination and pre disposes a people toward s a more democratic behavior and development.

In spite of technological advancement in information systems, people remain the most important factor in private and public organization. None of these techniques or management methods is effective unless they are administered and carried out by competent Barangay officials.

Considering the importance of human power development, The City Government of Bayugan City Agusan Del Sur conducted training programs, leadership seminars, and other Seminar-Workshop to fully reach the competence of leadership for the improvement of Barangays in Bayugan City Agusan Del Sur. Projects are being monitored every year to see and testify if one City has improved under the administration of the said officials.

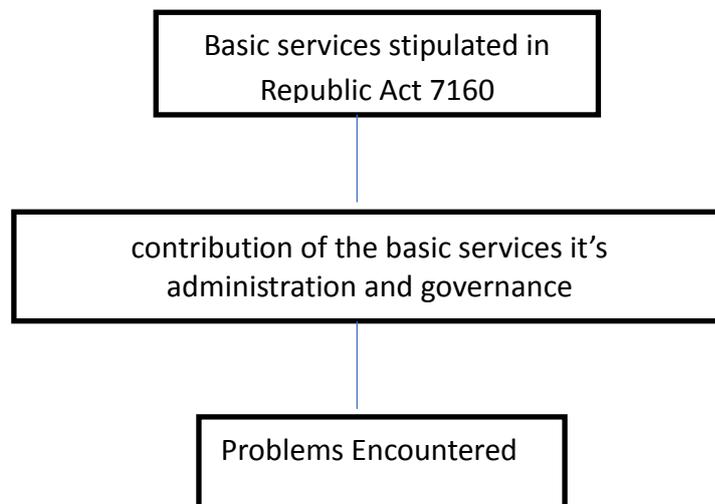
The study attempts to describe and identify the basic services stipulated in Republic Acr 7160 otherwise known as Local Government Code of 1991. Specifically, this study seeks to find answers to the following research problems: What are the basic services stipulated in Republic Act 7160? What are the contribution of the basic services it's administration and governance in selected barangays in Bayugan City, Agusan del Sur? What are the problems encountered in the contribution of basic services in the administration and governance in Bayugan City, Agusan del Sur.

B. CONCEPT

Conceptual Framework

This study intends to find out the performance and effectiveness of the barangays of Bayugan City, Agusan del Sur. The concept of performance of the barangays is measured using two (2) performances areas of concern, namely, Governance and Administration.

Conceptual Model



Basic Services

Republic Act 7160 (Local Government Code of 1991) Section 17 of the Local Government Code of 1991 (RA 7160) provides that barangays should provide basic services that include, but are not limited to, the following:

Agricultural support services which include planting materials distribution system and operation of farm produce collection and buying stations;

1. Health and social welfare services which include maintenance of barangay health center and day-care center;
2. Services and facilities related to general hygiene and sanitation, beautification, and solid waste collection;
3. Maintenance of katarungang pambarangay;
4. Maintenance of barangay roads and bridges and water supply systems;
5. Infrastructure facilities such as multi-purpose hall, multipurpose pavement, plaza, sports center, and other similar facilities;
6. Information and reading center; and
7. Satellite or public market, where viable.

Pertinent Provisions of the New Local Government Code of 1991 (Republic Act No. 7160)

Sec. 17. Basic Services and Facilities a. Local government units shall endeavor to be self-reliant and shall continue exercising the powers and discharging the duties and functions currently vested upon them. They shall also discharge the functions and responsibility of national agencies and offices devolved to them pursuant to this code. Local government units shall likewise exercise such other powers and discharge such functions and responsibilities as are necessary, appropriate, or incidental to efficient and effective provision of the basic services and facilities enumerated therein. b. Such basic services and facilities include, but not limited to, the following: 3. for a Province: Article VII: Infrastructure facilities intended to service the needs of the residents of the province and which are funded out of provincial funds including, but not limited to, provincial roads and bridges; inter-municipal waterworks, drainage and sewerage, flood control, and irrigation systems, reclamation projects, and similar facilities.

Sec. 25 (b) - National agencies and offices with project implementation functions shall coordinate with one another and with the local government units concerned in the discharge of these functions. They shall ensure the participation of local government units both in the planning and implementation of said national projects.

Sec. 27 - Prior Consultations Required. - No project or program shall be implemented by government authorities unless the consultations mentioned in Section 2 (c) and 26 hereof are complied with, and prior approval of the sanggunian concerned is obtained: Provided, That occupants in areas where such projects are to be implemented shall not be evicted unless appropriate relocation sites have been provided, in accordance with the provisions of the Constitution.

Sec. 117. Establishment of Autonomous Special Economic Zone. - The establishment by law of autonomous special economic zones in selected areas of

the country shall be subject to concurrence by the local government units included therein.

Sec. 135. Tax and Transfer of Real Property Ownership. – (a). The province may impose a tax on the sale, donation, barter, or on any other mode of transferring ownership or title of real property at the rate of not more than fifty percent (50%) of one percent (1%) of the total consideration involved in the acquisition of the property or of the fair market value is higher. The sale, transfer or other disposition of real property pursuant to R.A. No. 6657 shall be exempt from this tax. (b). for this purpose, the Register of Deeds of the province concerned shall, before registering any deed, require the presentation of the evidence of payment of this tax. The provincial assessor shall likewise make the same requirement before cancelling an old tax declaration and issuing a new one in place thereof. Notaries public shall furnish the provincial treasurer with a copy of any deed transferring ownership or title to any real property within thirty (30) days from the date of notarization. [2] It shall be the duty of the seller, donor, transferor, executor or administrator to pay the tax herein imposed within sixty (60) days from the date of the decedent's death.

Sec. 138. Tax on Sand, Gravel and Other Quarry Resources. – The province may levy and collect not more than ten percent (10%) of fair market value in the locality per cubic meter of ordinary stones, sand, gravel, earth, and other quarry resources, as defined under the National Internal Revenue code, as amended, extracted from public lands or from the beds of seas, lakes, rivers, streams, creeks, and other public waters within its territorial jurisdiction. The permit to extract sand, gravel and other quarry resources shall be issued exclusively by the provincial governor, pursuant to the ordinance of the *sagguniang panlalawigan*. The proceeds of the tax on sand, gravel and other quarry resources shall be distributed as follows: (1) Province – Thirty percent (30%); (2) Component City or Municipality where the sand, gravel, and other quarry resources are extracted – Thirty percent (30%); and (3) Barangay where the sand, gravel, and other quarry resources are extracted – Forty percent (40%).

Sec. 289. Share in the Proceeds from the Development and Utilization of the National Wealth – Local government units shall have an equitable share in the proceeds derived from the utilization and development of the national wealth within their respective areas, including sharing the same with the inhabitants by way of direct benefits.

Sec. 290. Amount of Share of Local Government Units – Local government units shall, in addition to the internal revenue allotment, have a share of forty percent (40%) of the gross collection derived by the national government from the preceding fiscal year from mining taxes, royalties, forestry and fishery charges, and such other taxes, fees or charges, including related surcharges, interests, or fines, and from its share in any co-production, joint venture or production sharing agreement in the utilization and development of the national wealth within their territorial jurisdiction.

Sec. 291. Share of the Local Government from any Government Agency or Government-Owned or Controlled Corporation – Local government units shall have a share based on the preceding fiscal year from the proceeds derived by any

government agency or government-owned or controlled corporation engaged in the utilization and development of the national wealth based on the following formula whichever will produce a higher share for the local government unit: (a) One percent (1%) of the gross sales or receipts of the preceding calendar year; or (b) Forty percent (40%) of the mining taxes, royalties, forestry and fishery charges and such other taxes, fees or charges, including related surcharges, interests, or fines the government agency or government-owned or controlled corporation would have paid if it were not otherwise exempt.

Sec. 302. Financing, Construction, Maintenance, Operation, and Management Infrastructure Projects by the Private Sector – (a) Local government units may enter into controls with any duly prequalified individual contractor, for the financing, construction, operation, and maintenance of any financially viable infrastructure facilities under the build-operate-transfer agreement, subject to the applicable provisions of Republic Act Numbered Sixty-nine hundred fifty-seven (Republic Act No. [3] 6957) authorizing the financing, construction, operation and maintenance of infrastructure projects by the private sector and the rules and regulations issued thereunder and such terms and conditions provided in this Section. (b) Local government units shall include in their respective local development plans and public investment programs priority projects that may be financed, constructed, operated and maintained by the private sector under this Section. It shall be the duty of the local government unit concerned to disclose financing under this Section, including official notification of duly registered contractors and publication in newspaper of general and local circulation and in conspicuous and accessible public places. Local projects under the build-operate-and-transfer agreement shall be confirmed by the local development councils. (c) Projects implemented under this Section shall be subject to the following terms and conditions: (1) The provincial, city, or municipal engineer, as the case may be, upon formal in writing by the local chief executive, shall prepare the plans and specifications for the proposed project, which shall be submitted to the sanggunian for approval. (2) Upon approval by the sanggunian of the project plans and specifications, the provincial, city, or municipal engineer shall, as the case may be, cause to be published once every week for two (2) consecutive weeks in at least one (1) local newspaper which is circulated in the region, province, city or municipality in which the project is to be implemented, a notice inviting all duly qualified contractors to participate in a public bidding for the projects so approved. The conduct of public bidding and award of contracts for local government projects under this Section shall be in appropriate with this Code and other applicable laws, rules and regulations. In the case of a build-operate-and-transfer agreement, the contract shall be awarded to the lowest complying bidder whose offer is deemed most advantageous to the local government and based on the present value of its proposed tolls, fees, rentals, and charges over a fixed term for the facility to be constructed, operated, and maintained according to the prescribed minimum design and performing standards plans, and specifications. For this purpose, the winning contractor shall be automatically granted by the local government unit concerned the franchise to operate and maintain the facility, including the collection of tolls, fees, rentals, and charges in accordance with

subsection (c-4) hereof. In the case of a build-operate-and-transfer agreement, the contract shall be awarded to the lowest complying bidder based on the present value of its proposed schedule of amortization payments for the facility to be constructed according to the prescribed minimum design and performance standards, plans, and specifications. (3) Any contractor who shall undertake the presentation of any project under this Section shall post the required bonds to protect the interest of the province, city, or municipality, in such amounts as may be fixed by the sanggunian concerned and the provincial, city or municipal engineer shall, as the case may be, not allow any contractor to initiate the prosecution of projects under this Section unless such contractor presents proof or evidence that he has posted the required bond. (4) The contractor shall be entitled to a reasonable return of its investment in accordance with its bid proposal as accepted by the local government unit concerned. In the case of a build-operate-and-transfer agreement, the repayment shall be made by authorizing the contractor to charge and collect reasonable tolls, fees, rentals, and charges for the use of the project facility not exceeding those proposed in the bid and incorporated in the contract: Provided, That the local government unit concerned shall, based on reasonableness and equity, approved the tolls, fees, rentals and charges: Provided, further, That the imposition and collection of tolls, fees, rentals and charges shall be for a fixed period as proposed in the bid and incorporated in the contract which shall in no case exceed fifty (50) years; Provided, finally, That during the lifetime of the contract, the contractor shall undertake the necessary maintenance and repair of the facility in accordance with standards prescribed in the bidding documents and in the contract. In the case of a build-operate-and-transfer agreement, the repayment shall be made through amortization payments in accordance with the schedule proposed in the bid and incorporated in the contract. In the case of land reclamation or construction of industrial estates, the repayment plan may consist of the grant of a portion or percentage of the reclaimed land or the industrial estate constructed. (5) Every infrastructure project undertaken under this Section shall be constructed, operated, and maintained by the contractor under the technical supervision of the local government unit and in accordance with the plans, specifications, standards, and costs approved it. (d) The provincial, city or municipal legal officer shall, as the case may be, review the contracts executed pursuant to this Section to determine their legality, validity, enforceability and correctness and form.

Sec. 450. Requisites for Creation. – (a) A municipality or a cluster of barangays may be converted into a component city if it has an average annual income, as certified by the Department of Finance of at least Twenty Million Pesos (P 20,000,000.00) for the last two consecutive years based on 1991 constant prices, and if it has either of the following requisites: (i) a contiguous territory of at least one hundred (100) square kilometres, as certified by the Lands Management Bureau; or (ii) a population of not less than one hundred fifty thousand (150,000) inhabitants, as certified by the National Statistics Office: Provided, That, the creation thereof shall not reduce the land area, population, and income of the original unit or units at the time of said creation to less than the minimum requirements prescribed herein. (b) The territorial jurisdiction of a

newly-created city shall be property identified by metes and bounds. The requirement on land area shall not apply where the city proposed to be created is composed of one (1) or more islands. The territory need not be contiguous if it comprises two (2) or more islands. (c) The average annual income shall include the income accruing to the general fund, exclusive of special funds, transfers, and non-recurring income.

Governance

Governance, according to the Asian Development Bank (ADB, 2005:1) is broadly defined as the sound exercise of political, economic and administrative authority to manage a country's resources for development. It involves the institutionalization of a system through citizens, institution, organizations and groups in a society articulate in their interests, exercise their rights, and mediate their differences in pursuit of the collective good (ADB, 1995). In this perspective, governance is not the sole jurisdiction of government, but rather it requires the active involvement of the civil society and the private sector. The concern of government is its ethical dimension. In their context, the ADB (2005:1) conceptualized governance as composing of four elements, such as: accountability, participation, predictability and transparency. Incidentally, these four elements are also the principles of sound development management. Another view of governance is that of the Department of Interior and Local Government (DILG).

The DILG has established the measures of performance of good governance (DILG, 2001) consisting of eight major characteristics. These characteristics include participatory, consensus oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive and follows the rule of law. It assures that corruption is minimized, the views of minorities are taken into account and that the voice of the most vulnerable in society is heard in decision-making. It is also responsive to the present and future needs of society.

Administration

Administration, according to Adbulrachman (2005), refers to "any cooperative and collaborative group effort whether within or outside the government institutions aimed at providing goods and services to the people with maximum efficiency, affectiveness, economy, responsiveness and relevance" Administration is within the realm of governance. In fact, Carino (1975) stressed that administration is performing in order to attain societal goals. In this regard, "public Administrator must engage not in struggle for markets and profits but in a struggle with other actors in the political and governmental process". Traditionally, it refers to the "implementation of pronouncements by recognized public authorities, the organization of enforcement machinery to ensure public conformity, and relations between the public and public officials appointed to further collective interest" (Caiden, 1982).

Delivery Services Nowadays, administration has put more emphasized on delivery of basic services. Even Non-Government Organizations are now involved in bringing the services to the people. Regardless of whether the government, people's organization or the private sector is the one that deliver goods and services, the important thing to consider is its effectiveness.

Series of studies have been made on organizational effectiveness. Perhaps the modern-era starting point was the scientific management study proposed by Frederick Taylor. Taylor's work use time and motion studies to find "one best way" to do an effective and casually linked to effectiveness. Tom Peter advanced a more recent view of linking management action with effectiveness in his book "Thriving in Chaos". He propounded that effective firm needed to have fewer layers of organization structure to be populated by more autonomous units, to be quality and secure conscious, and to foster much at innovation (Ivancevich and Matteson, 1990).

Two of the most popular perspective on effectiveness are the goal approach and the system theory approach. The goal approach is the oldest and the most widely used evaluation technique.

In view of this approach, an organization exists to accomplish goals. The degree of accomplishments indicates the degree of effectiveness. The idea that organization, as well as individuals, and groups, should be evaluated in terms of goal accomplishment has widespread appeal (Ivancevich and Matteson, 1990). Using this practice, managers specify in advance the goals they expect their subordinates to accomplish periodically evaluate the degree to which the subordinates have accomplished these goals. Yet, the goal approach, for all its appeal and apparent simplicity, has problems. These are some of the widely recognized difficulties: 1.) Goal achievement is not readily measurable for organizations that do not produce tangible outputs; 2.) Organizations attempt to achieve more than one goal, and achievement of one goal often precludes or diminishes their ability to achieve other goals. 3.) The very existence of a common set of official goals to which all members are committed is questionable (Ivancevich and Matteson, 1990).

Responsiveness; Good governance requires that institutions and processes try to serve all stakeholders within a reasonable timeframe.

Consensus-oriented; There are several factors and as many view points toward an issue in a given society. Good governance require s meditation of the different interests in society to reach a broad consensus in society on what is in the best interest of the whole community and how this is the best achieved. It also requires a broad and long-term perspective on what is needed for sustainable human development. This can only result from an understanding of the historical, cultural and social contexts of a given society or community.

Equity and Inclusiveness; A society's well being depends on ensuring that all its members feel that they have a stake in it and do not feel excluded from the mainstream of society. This requires all groups, but particularly the most vulnerable, have opportunities to improve or maintain their well-being.

Effectiveness and Efficiency; Good governance means that processes and institutions produce results that meet the needs of society while making the best use of resources at their disposal. The concept of efficiency in the context of good governance also covers the sustainable use of natural resources and protection of the environment. On the basis of those theories, the conceptual framework formulated.

C. SCOPE AND LIMITATION OF THE STUDY

The period covered in this study is from January 2018 to December 2019. This research undertaking is conducted only at the Bayugan City, thus generalizations from this study would only be true to this City. This study attempts to determine the performance effectiveness of the barangay officials of the City of Government of Bayugan based on the two performance areas: governance and administration, and the effectiveness of the three services such as: social, economic and environmental services. Other areas for assessing performance and effectiveness of local government units were not included in this study.

Governance and administration is measured using observation checklists. Observation is supplemented with interview. Precautionary measures is undertaken to ensure that biases and contamination of results is eliminated. Accuracy of the filling out of the observation checklist depended much on the expertise of the researcher in drawing necessary information needed in the study. The respondents of the structured interview schedule are limited to a sample of household heads, which is either the husband or wife or any responsible member of the household who was already earning. Relationship or variables is tested using Pearson's coefficient of correlation.

D. FINDINGS

Adapting a service to contextual factors involves user empowerment. When users do not have the capacity and information to evaluate a service, and negotiate about it with a provider, local adaptations often fail.

Good governance is accompanied by new capacities and institutions, as well as by new ways of cooperating within existing organizations. It requires the adoption of inclusive non-discriminatory values and norms and the distribution of power between social groups.

Empowered communities understand the rights they possess to certain services and the means of obtaining them. They are also aware of the levers they have to hold both government and service provider accountable for service provision.

Good governance is the active and productive cooperation between the State and citizens, and the key to its success lies in the powers participating in political administration. Only when citizens have sufficient political power to participate in elections, policy-making, administration and supervision can they prompt the State and join hands with it to build public authority and order. Apparently, democracy is the only practical mechanism that can safeguard the fully free and equal political power owned by citizens. Hence, good governance is organically combined with democracy. In an autocratic system, it is possible to have good government when the system is at its best, but it is impossible to have good governance. Good governance can only be achieved in a free and democratic political system, as it cannot emerge without freedom and democracy.

Good governance implies that governments need to move beyond their traditional roles as basic services providers, towards the inclusion of communities, non-governmental organizations and the private sector. The government's most

appropriate role should be to provide enabling environments for involving a wide range of providers, but also setting standards and monitoring processes and results. Public–private partnerships combine the state’s public interest and social responsibility with private sector efficiency and responsiveness. Civil society organizations provide services in the absence of state provision, or create alternative ways. Nonetheless, this does not imply that governments must be taken away from their probably most valuable role: that of ensuring universal and just access to basic services.

E. RECOMMENDATIONS

Based on the findings and implication of the study the following recommendation were formulated:

Governance is generally effective across barangays, particularly on local legislation and there is a need to strengthen transparency in all transactions. Administration was generally effective across barangays. Economic development service was generally effective example in livelihood/skills training program, livelihood associations and livelihood development assistances in all barangays.

Performance in governance and in administration were transparent as an element of governance and revenue generation.

Barangay offices were concerned pertaining the daily activities and they also have monthly reports and records. The barangays officials in focus in giving their service to the constituents. Revenue generation to economic development and environmental services indicates that their revenues generated.

The barangay should not also depend on the Internal Revenue Allotment from the National Government they should also generate their own funds and having linkages between the government and Non Government Organizations. Strengthen the capability of the barangays officials in crafting the barangay development plan. Giving them seminars and trainings to enhance, develop and upgrade their skills in administrative leadership capabilities of the local executives.

Since that the transparency in governance was found positively it also needs to improve the transparency board or the information board located in all areas in barangays hall. The barangays should have widen the connection with the donor agencies.

As long as the power exercised by a public or private institution is recognized by the public, it is possible to become a power center at a specific level.

Governance identifies the blurring of boundaries and responsibilities for tackling social and economic issues. It indicates that, in modern society, the State is transferring its once exclusive responsibilities to civil society (i.e., private sector organizations and voluntary groups, which are undertaking more and more responsibilities that were formerly in the hands of the State). As a result, the boundaries between the State and society and between public and private sectors are becoming increasingly blurred, as are definitions of their responsibilities.

Governance identifies the power dependence involved in relationships between institutions involved in collective action. To be specific, every organization devoted to collective action has to depend on other organizations; to achieve its purpose, it has to exchange resources and negotiate a common goal with others, and the outcome of the

exchange depends not only on the resources of each actor, but also on the rules of the game and the environment in which the exchange takes place.

Governance emphasizes the importance of autonomous self-governing networks of actors. A self-governing network as such has the authority to issue orders in a certain sphere and work with the Government in this sphere and share its responsibilities for public administration.

Governance recognizes the capacity to get things done without relying on the power of the Government to command or use its authority. In public affairs management, there are other management tools and techniques and the Government has the responsibility to use them to steer and guide public affairs (Stoker 1999).

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