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Cooperation in Action

Lessons from the 2nd Inter-Local Government Units Alliances Summit



Canadian International
Development Agency

Agence canadienne de
développement international



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Government Units Alliances Summit**

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DR. ALEX B. BRILLANTES, JR.
*Dean, National College of Public
Administration and Governance
University of the Philippines Diliman*

I am deeply honored to welcome you to the 2nd Inter-LGU Alliances Summit. By October this year, it would have been 17 years since devolution has been implemented in our local government system. Since then, you have experienced modest gains and continued challenges. Just looking around the room, I see friends from over 17 years ago when we were still working not only for advocating for the Local Government Code but even for pushing for decentralization as contained in the Constitution. And here we are today, 17 years later, the Code has been implemented and we have had a number of issues, concerns and challenges. It's nice to see that around the room our partnerships continue and together the struggle for local autonomy continues.

I would like to share the results of the study which we had recently completed with the support of the Asian Development Bank that includes, among other things, the

major issues and concerns affecting the implementation of the Code. The major issues and concerns that have emerged refer to the continued struggle for financial autonomy including the need to redefine the IRA, and to redefine the national-local relations in light of such issues as the so-called unfunded mandates and mandatory positions. The third issue would precisely be the topic of our conference today, that of the inter-LGU cooperation.

It's very nice to know that inter-LGU alliances and cooperation is a major issue of concern that has to be addressed, that has been addressed and continued to be addressed by you, our local governments. The other concerns pertain to the need to redefine relationships with NGOs and civil society, to define and redefine performance criteria among local governments, political concerns like the need to extend or examine the three-year term of local officials, and the future of federalism. But as I mentioned earlier a major concern refers to inter-LGU alliances. Indeed local governments continue to face challenges in providing quality and effective public services in the context of limited finances and constrained capabilities to generate revenues. A way of obviating these deficiencies has been provided by the Code via local governments coming together and grouping themselves based on a common focus and a defined challenge. In the 1st LGU

Inter Local Government Unit Alliances Summit in 2008, the potential and challenges of alliance building and formation was documented and recognized. Since then, we have seen a growing number of alliances being considered, formed and germinated. Some alliances in fact have been recognized for their effectiveness, for instance, in the now institutionalized Galing Pook Awards Program. The whole idea here is to look at, document and recognize that there are a lot of success stories out there that include interlocal government cooperation. This only shows that alliance building is the way to further deepen, to really deepen decentralization or the devolution process.

In this conference we shall be tackling in more detail the various aspects crucial to alliance formation and strengthening. It is in this light that we hope that your active participation as always will help all of us the organizers and partners in this conference in building the knowledge and networks needed for this process. We hope that you can help us by sharing your comments, suggestions and insights especially on how the Cookbook on alliance formation can be further improved. So with that, we'd like to extend our gratitude to all of you, to the donors and our partners, with the hope that indeed this conference shall be a success. *Mabuhay po kayong lahat at marami pong salamat.*



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développement international



LAURENNE GARNEAU
*Counsellor (Development)
and Head of Cooperation,
Canadian International
Development Agency*

It is an honour and a great pleasure for me to be here today to witness the start of this important summit on local government alliances. During the summit, you will be able to share your experiences and discuss the opportunities, gains and challenges of building, managing and sustaining inter LGU alliances.

For those of you who have already created an inter-LGU alliance, we hope the summit will give you an opportunity to refine and consolidate your action plan and strengthen your alliance.

And for those who are relatively new alliances, we hope that you will be able to build on the lessons learned from others who have been through similar experiences before you.

Now, each time LGUs want to create alliances, they do not

have to start from scratch. While each alliance is unique, they require similar ingredients for success. This summit will, therefore, be an occasion to present and validate the GTZ-sponsored “Cookbook” on setting up the institutional and financial arrangements and legal instruments in starting, managing and sustaining an inter-LGU alliance.

Very briefly, I would like to share with you how the Government of Canada, through the Canadian International Development Agency, has been working with national and sub-national governments to support effective local governance.

CIDA has been supporting capacity development for excellence in local governance through the Local Governance Support Programs (LGSPs) since 1991, immediately after the Local Government Code was enacted. In our experience in the Western Visayas and Mindanao, working through clusters of municipalities or promoting alliances of local governments has been an effective strategy.

The advantages became obvious especially in the environment sector. It was clear that little could be achieved if problems were addressed by one LGU alone since the ecosystem in one municipality is linked to the ones next door.

Sometimes these regional alliances required collaboration across two regions. The Illana Bay

Regional Development Alliance, for example, had Illana Bay as a common ecosystem straddling Regions 9, 10, 11 and ARMM.

Other times, the alliances needed multi-sectoral collaboration between governments, NGOs and the private sector as in the Allah Valley Landscape Development Alliance. This was necessary to effectively manage the Allah River, the important resource affecting agriculture, the main income source, and causing frequent flooding. This Alliance covers 10 LGUs in two provinces and 13 Civil Society Organizations from across the 10 towns.

Over the years, municipalities realized that pooling of resources is a simple yet effective way to improve service delivery and maximize resources. So, we have alliances such as the PALMA alliance in North Cotabato and the more recently organized Southwestern Alliance of Municipalities or SLAM in Maguindanao.

CIDA's 18 years of experience in local governance have shown that there are an increasing number of reasons to work together. There are benefits to collaboration like consolidating existing capacities and assets, and sharing and maximising resources.

In CIDA's newest local governance support program, existing LGU alliances or clusters of LGUs are harnessing their efforts to bring a more business-like approach to

local economic development. This approach stresses accountability, fiscal responsibility, strategic decision-making, clear roles and functions, and performance management.

Four LGU Alliances have been selected in the first 15 months of the program. These are DDPKaRoMa in Zamboanga del Norte, Mindanao; the Province of Guimaras and Bohol Integrated Area Development 5 (BIAD 5) in the Visayas; and One Pangasinan Alliance of LGUs or OPAL in Luzon. They represent four LGU alliances that are working together to promote local economic development and are focusing on agriculture and community-based tourism as their priority industry sectors.

Much has been learned by the different alliances over the years. This Second Alliances Summit is an opportunity to share what you have learned and what results you have achieved on behalf of the people you represent.

CIDA is pleased to participate in the pursuit of good local governance and decentralization in this country and we look forward to the outcome of this summit and its contribution to continuing innovation in local governance.

I wish you every success.

Thank you very much for your attention.

gtz



DR. HERWIG MAYER
Program Manager
Decentralization Program
GTZ

Welcome to Cebu and to the 2nd Inter-LGU Alliances Summit. I am very proud to be part of this summit as I was proud to be part of the 1st Summit, 13 months ago.

GTZ the organization I represent is commissioned by the German Federal Ministry for Economic Cooperation and Development or BMZ. GTZ strives to achieve sustainable development through capacity development guided by its principles and quality standards. I wish to highlight one principle which is subsidiarity. Subsidiarity means that the services delivered to the people should be supplied where they can be produced most effectively and efficiently and as close as possible to the recipients. But administrative units do in certain cases not coincide with the appropriate level, sometimes they just don't fit.

Not one size fits all or is appropriate to deliver public services. In particular if we look at the set-up of the LGUs

here in the Philippines with 81 provinces, almost 1500 municipalities, 120 cities and more than 41,000 barangays, the fragmentation of the service set-up is sometimes not sustainable. We can not deliver quality services efficiently when we are stuck to administrative units. This is why I believe alliances are so important. Even 17 years ago, the fathers of the Local Government Code came to realize that and introduced Article 33 where they say, wherever possible, feasible and sensible, LGUs should come together and form alliances to deliver the best possible service to the people.

GTZ, over the years, through its different programs in environment, health, water, private sector promotion, decentralization and conflict transformation have supported a number of alliances in Negros, Antique, Leyte, Southern Leyte, Samar and in Iloilo. We shall continue to support alliances.

Thirteen months ago, we were thinking why not bring these different alliances and in particular those who come from different technical backgrounds to share learnings and best practices for the benefit of others. In Bacolod, we were a smaller, but very interested group coming from different backgrounds like health, environment, and private sector promotion. We realized that there were 3 common issues which are of very high importance in coming up with an alliance. One is the institutional issue, the other one how is the financing arranged and third what are the possible legal instruments. For example, how can an alliance become a body in itself to borrow money from a bank?

The 2nd Summit is the result of recommendations of the first summit. We from DP employed a team of experts to put critical factors for sustaining a successful alliance together, or recipes for a good alliance in the 3 fields of institutional & financial arrangements and legal instruments. We are proud that we can present to you a draft for discussion in this Summit. I hope that with your inputs, this guidebook will be of great help for future alliances.

One thing I am also particularly proud of that this year is that the Summit is not only an affair of one development partner, the national government and the local governments, but we have now founded a PDF sub-working group under the Working Group on Decentralization and Local Government. This Sub-Working Group organized this Summit. I wish to thank the European Union for taking over the important part of financing this Summit to a large extent; thanks to CIDA for supporting us and enable alliances they are supporting to join, and also to all other development partners who are presenting their experiences.

I also like to thank Undersecretary Panadero for supporting the idea of an alliance building summit, and promoting it in his capacity as Convener of the PDF-WG on Decentralization and Local Government.

Ladies and gentlemen, thank you very much for attending. Welcome again and *Mabuhay*.



AUSTERE.A. PANADERO

*Undersecretary for Local
Government
Department of the Interior and Local
Government*

The Department of the Interior and Local Government is an advocate of “alliance building” as strategy in fostering the development of local government units. In fact, many of the Department’s programs and projects are being carried out in partnership with other agencies, local governments and private sector.

The “One-Vision, One-Cluster for Local Development (OCOV)” project is a case in point, as it encourages LGUs to pool their resources and services commonly beneficial to them, to improve delivery of basic services. The same is true with the Local Government Support Program for Local Economic Development (LGSP-LED), a Canadian International Development Agency (CIDA)-assisted program, which regards LGU alliances as project sites owing to their competitive advantage in promoting local economic development.

Amid the global economic crisis, the need for alliances among the national and local governments and the private sector has become crucial in creating an environment of confidence and stability to the country's economic activities, and spur growth and development at the local level.

Be that as it may, and on behalf of the Department, I congratulate GTZ, CIDA, EU for organizing the Second Inter-LGU-Alliances Summit as a venue for sharing experiences on LGU alliances among the LGUs, implementing agencies and other development partners.

Let me reiterate the Department's support for LGU alliances and its commitment to help in the review of policies relative to their formation and operations, as well as to continue its capacity building program to strengthen LGU alliances.



EUROPEAN UNION
DELEGATION TO
THE PHILIPPINES



ALISTAIR MACDONALD

*Head of the Delegation of the
European Union*

Colleagues from national government (DDG Rolly Tungpalan from NEDA, USec Austere Panadero from DILG, Director Pedro Noval from DILG Region VII); from local government (Governor Felipe Nava from Guimaras and the chief executives of many other LGUS and LGU alliances); from academia (Dean Alex Brillantes from the National College of Public Administration and Governance); from CIDA and GTZ (Laurenne Garneau, Jochem Lange); distinguished, guests, ladies and gentlemen, friends.

I am delighted to see so many joining this 2nd Inter-LGU alliances summit. I believe this is the first joint activity held under the framework of the Philippine Development Forum, through its sub-working group on inter-local governance, which reports to the working group on decentralization and local governance of the PDF. This structure was created in particular because Local Government Units, working

together, are offering exciting and innovative models for local governance.

From the perspective of the EC, we are very pleased to support initiatives to build on the potential of inter-LGU cooperation. Under our Strategic Projects Facility, we will be funding a number of inter-local cooperation projects – and we are also supporting Inter-Local Health Zones through our Health Sector Policy Support Programme.

During the next 3 days, you will be able to share best practices, and perhaps also renew commitments towards improving alliances. You will be reviewing some of the key ingredients that are needed to make inter-local cooperation work most effectively. In that context, I would like to offer some thoughts on a comparison of Philippine and international experiences in this important field.

LGUs, everywhere, are mandated by law to provide a range of services to their citizens, but their resources are scarce, everywhere, and capacities are limited, everywhere. This is a reality we all have to live with, and in the Philippines it seems unlikely that this can improve drastically in the short term: your IRA share is unlikely to increase in the near future; the financial crisis is impacting on the economy, even if less than expected; and the cost of delivering services will continue to increase. Challenges such as climate change adaptation, and the need to provide quality services to an increasing population, will bring greater pressure on LGU budgets.

This situation is by no means unique to the Philippines; Local Governments worldwide are struggling to deliver services in increasingly difficult conditions, trying to solve the contradictory equation of delivering more, with less. In the Philippines, where decentralization policies are still in the process of being fully rolled-out (even after 17 years), the “doing more” part of “doing more with less” is augmented by the so-called “unfunded mandates” that are passed on to local governments.

In this context, the central challenge for an LGU is the sustainability of its efforts. As most LGUs are very much IRA-dependent, one of the main strategies for increasing financial resources is to press for an increase in the IRA share, which, paradoxically and self-defeatingly, can sometimes be achieved through fragmentation of Local Government Units. So not only are LGUs already burdened with more responsibilities than they can afford, but incentives are biased towards undermining rather than consolidating sustainability.

That is why alliance building is of such strategic importance. Worldwide, the central purpose of interlocal cooperation is to reduce and eliminate duplication of services, and use public resources more efficiently and effectively, through economies of scale and a rationalization of expenditure. In addition, inter-local cooperation builds the capacity of local governments to embrace opportunities and respond to threats in an increasingly complex environment and under increasing fiscal pressure, within a framework that still preserves the policy domain of local government. What some call the “new regionalism” refers to a model

of intergovernmental relations that emphasises horizontal linkages rather than vertical ones, and that aims for incremental solutions to regional problems rather than comprehensive reforms.

In Europe, Local Government Units have developed a variety of models and modes of inter-local cooperation. (And I can tell you that I spent some 5 years of my career in the Commission, shortly before taking up my post in Manila, in working to strengthen our so called “cross-border cooperation” among LGUs on either side of the external frontiers of the EU – so I know just how complicated this can be).

Some of the Member-States of the EU, particularly those with a large number of small LGUs, have introduced incentives coupled with strong state intervention to deal with the non-viability of the smallest LGUs: in France, the European country with the largest number of municipalities, inter-local cooperation schemes have become particularly important : over 2,000 multi-purpose *syndicats de communes* maintain roads, water supplies and social and educational services on behalf of their member communes, and over 11,500 single-purpose *syndicats* provide a single inter-communal service, such as water electricity or gas supply, education, or even flood control. In Spain, around 50% of municipalities are engaged in inter-local cooperation agreements of one kind or another.

Inter-local cooperation agreements differ in their scope and depth, and the closer the cooperation, the more difficult it

can be to get it started, and to maintain it to every party's satisfaction. At the most basic level are informal, ad hoc arrangements, consisting of information and/or resource sharing, sometimes on an ad-hoc basis. Then formal contractual relations forged between LGUs for joint service delivery and cost-sharing represent a higher level of engagement. Beyond that, and increasingly challenging to create and maintain, are joint-responsibility and decision-making arrangements that involve the creation and shared management of structures. And of course the ultimate step in this continuum is the consolidation of local government units, or the amalgamation of two or more local government units into one.

The more intense the cooperation between local government units, the more challenging this becomes, because Local Government Units are in some respects naturally competitive. They compete for national government subsidies, for investments, for influence within a wider provincial or regional structure, and in the long term they can even be competing for population, as people move to a town offering better services or employment opportunities. In a sense, therefore, interlocal cooperation may sometimes contradict the competitive nature of LGUs.

Where inter-local cooperation is voluntary, as it is in the Philippines and in other countries such as the US, an important factor in inducing LGUs to favour cooperation over competition lies with the stakeholders of local governance, and a key ingredient of success in alliance-building is the leadership of an "Alliance champion". In the Philippines, this leadership role falls mostly on the local

chief executive – though we should not overlook the role of the professional administrators, engineers, doctors who also play an important part in building and sustaining inter-local networks.

Of course, interlocal cooperation will not solve all the problems facing an LGU, and this must not become a matter of dogma. In a number of cases in Europe, there can be two major pitfalls in pursuing such cooperation. In some cases, inter-local governance structures have not brought forth any substantial economies, and may even have resulted in an increased financial burden to the LGUs – and it is if and only if service delivery has improved in quality or access that this additional financial burden can be justified. Perhaps more worrying is the possible weakening of transparency and democratic control, and interlocal cooperation must be seen as an opportunity to reinforce rather than weaken the accountability of local governments.

I am sure this week's summit will give an opportunity for alliances to share how their cooperation has created an increased space for citizen's participation in governance, how it has increased quality and access to services, how it has helped them take up new challenges, and of course how it has helped ensure that scarce LGU funds are spent more efficiently. There may even be possibilities for some of you to identify new and innovative opportunities for inter-local cooperation.

In closing, ladies and gentlemen, I would like to wish you a very fruitful discussion, and every success in pursuing and strengthening your cooperation. Maraming salamat po, sa inyong lahat, sa inyong pakikinig

Highlights of the 2nd Inter-LGU Alliances Summit

Background

Devolution through the 1991 Local Government Code enabled local governments to become authors of their own development and partners of the national government in attaining national development goals. While the Code provides an enabling framework for self-reliant development, policy and implementation constraints had been noted related to the structure of the local government system and the mismatch between resources and responsibility of local governments for public service delivery.

The Local Government Code, however, encourages cooperative mechanisms and partnerships among stakeholders at the local level. This extends to cooperative undertakings among local governments. Inter-local cooperation is a promising approach to mitigate the policy and implementation constraints of devolution, as well as to leverage more value for money in the planning and delivery of public services.

Experiences of both the German Technical Cooperation Agency (GTZ) and the Canadian International Development Agency (CIDA) in working with inter-local alliances point to the effectiveness of peer-to-peer sharing, guided and focused information, and learning through practical examples. The Philippine experience has produced a variety of experiences with different levels of success. An effort to capture these experiences was made through the GTZ-supported and -organized learning event in 2008, the first inter-local government units (LGU) alliances summit, participated in by provincial governors and members of the European Commission (EC). GTZ has commissioned the preparation of a manual which could guide local governments in establishing and operationalizing inter-LGU alliances. CIDA also has supported inter-LGU alliances in the Visayas and Mindanao, and has integrated this approach in its current projects on local governance.

Building on these initiatives, the EC supported the convening of the 2nd Inter-LGU Alliances Summit at Parklane International Hotel, Cebu City on September 22 to 24, 2009. The summit was organized in partnership with CIDA and GTZ, and was managed by the UP Center for Local and Regional Governance (UP-CLRG). It was attended by 95 representatives of LGUs and/or LGU Alliances, 18 representatives of local government leagues and national government agencies, and 31 development partners; or a total of 144 participants and speakers/resource persons combined.

Summit Objectives

The summit was organized to serve as a venue for: (1) sharing of experiences; (2) presentation and interactive discussion of a draft cookbook commissioned by the GTZ on how to start and improve inter-LGU alliances; (3) workshop discussions on the financial, institutional and legal issues of forging LGU alliances; and (4) planning for follow-up action by key stakeholders on how to further inter-LGU alliances. The project also aimed to generate inputs into the revision of the cookbook based on the queries, comments and suggestions of participants in the Summit, thus, improving the Cookbook's potential to be a useful learning product for local government policy makers and users.



DAY 1: 22 SEPTEMBER 2009 (TUESDAY)

FORMAL OPENING

PHILIPPINE NATIONAL ANTHEM

WELCOME ADDRESS

Dr. Alex B. Brillantes, Jr.
*Dean, National Collage of Public Administration and Governance
University of the Philippines Diliman*

MESSAGES

Ms. Laurene Garneau
*Counsellor (Development) and
Head of Cooperation, Canadian
International Development Agency*

Dr. Herwig Mayer
*Program Manager
GTZ Decentralization Program
German Technical Cooperation*

Undersecretary Austere A. Panadero
*Department of the Interior and Local
Government*

KEYNOTE SPEECH

His Excellency Alistair Bell MacDonald
Ambassador, Delegation of the European Commission to the Philippines

Overview of the Summit

Dr. Alex B. Brillantes, Jr.
Dean, UP-NCPAG

Plenary Session: Institutionalizing and Sustaining an Inter-LGU Alliance

**Guimaras: Island Strategy Towards
Agri-Eco-Tourism Development**
*Governor Felipe Hilan Nava
Province of Guimaras*

DDPKaRoMa: The Road to LED
*Atty. Alan Michael Ranillo
Vice-Chairman, DDPKaRoMa Growth Alliance*

Plenary Session: Institutionalizing and Sustaining an Inter-LGU Alliance (continuation)

Inter-Local Health Service Delivery
*Mayor Roberto A. Loquinte
Anahawan, Southern Leyte*

EBFM: An Overview
*Prof. Nygiel B. Armada
Senior Fisheries Resources Management Specialist
Fisheries Improved for Sustainable Harvest (FISH) Project*

Plenary Session: Experiences and Lessons on Inter-LGU Collaboration

Dr. Joel V. Mangahas
*Country Specialist, Philippines Country Office, Southeast Asia Department
Asian Development Bank*

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**Plenary Session: Overview of "Critical Ingredients in Building and Sustaining Alliances:
A Cookbook of Local Government Units in the Philippines"**

DAY 2: 23 SEPTEMBER 2009 (WEDNESDAY)

Plenary Session: Framework in Building and Sustaining Alliances

Building and Sustaining Alliances: Institutional Aspects
Engr. Godolino Chan
Freelance Consultant
Foundation, Inc., Cebu City

Critical Financial Ingredients
For Building and Sustaining
Inter-LGU Alliances
Prof. Alice Joan G. Ferrer
University of the Philippines Visayas

Legal, Institutional and Financial
Frameworks for LGU Alliance
Atty. Rose-Liza Eisma-Osorio
Executive Director
Coastal Conservation and Education

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Workshop I: Learning Activity on/Validation of the “Cookbook”

- Workshop Briefing
- Workshop Proper
- Presentation of Workshop I Outputs
- Reactions from the “Cookbook” consultants
- Synthesis

DAY 3: 24 SEPTEMBER 2009 (THURSDAY)

Workshop II: Action Plan for Follow-up Commitment

- Workshop Briefing
- Workshop Proper
- Presentation of Workshop II Outputs
- Synthesis

FORMAL CLOSING

MESSAGES

Mr. Alex Raul Villano
Assistant Secretary General
League of Provinces of the Philippines

Ms. May Wong
First Secretary (Development)
Canadian International Development Agency

Ms. Virginie Laffleur-Tighe
Programme Officer
European Commission

CLOSING REMARKS

ASSISTANT DIRECTOR ANNA LIZA F. BONAGUA
Bureau of Local Government Development
Department of the Interior and Local Government

Experiences in Alliance Building and Management: Featured Cases on Alliance Formation and Sustainability

Several cases of inter-local alliances were presented in the summit. Gov. Felipe Nava presented the experience of the Guimaras Alliance in coming up and implementing an island strategy anchored on agriculture and eco-tourism. The alliance, made up of the provincial government and its five component municipalities, took three years to resolve conflicting



views on which road to take towards development, and also the natural tendency among municipalities to compete among themselves, which was earlier mentioned by Ambassador MacDonald. With the support of GTZ, CIDA through the Canadian Urban Institute, NEDA and technical consultants, the alliance was able to develop a common vision and development direction anchored on agro-tourism. Municipalities within the alliance also agreed to identify their functional roles.

Attorney Alan Ranillo shared the experience of DDPKaRoMa, an alliance in Zamboanga del Norte made up of Dipolog, Dapitan, Polanco, Katipunan, Manuel Roxas and Manukan. These local

governments are part of the provincial economic zone, and during the initial years of the alliance formation, received support from CIDA's Local Government Support Program, which introduced the Local Economic Development (LED) project. As in the Guimaras experience, the DDPKaRoMa alliance also went through a period of fine-tuning its strategic plan. Likewise, the DDPKaRoMa identified the organizational structure of its powerful Development Council, and functional roles of its alliance members through the key convergence areas (KCAs). Examples of these were the identification of the provincial agri-industrial center, industrial port zone and commercial business center. Among the lessons learned from the DDPKaRoMa experience were the following: a participatory process would require time, effort and patience; a manual of operations for the alliance is key; and change in political leadership does not necessarily mean the end of the alliance for as long as the member local governments see the benefit of being part of the alliance.

Another experience in alliance building and formation focused on the delivery of health services. Mayor Roberto Loquinte of Anahawan, Southern Leyte talked about the Pacific Inter-Local Health Zone (PILHZ) which was established in December 2003 through a MOA. Composed of the province of Southern Leyte and six component municipalities, PILHZ had the objective of improving the quality of health care in the alliance's jurisdiction. The alliance was assisted by the Department of Health (DOH), GTZ, PhilHealth, and other government and private organizations. The formation of the alliance resulted in improved governance by way of resource sharing, more effective regulation and implementation of health programs, better financial management, and enhanced service delivery. There was a higher net satisfaction rating of district hospitals and regional health units by poor and non-poor



households, and the alliance was also recognized in a number of national and regional awards on health governance.

Management of ecosystems may also require greater cooperation among local governments. In the case of fisheries management, there is a need to balance the requirements to conserve the structure, capacity and function of ecosystems with the need to optimize economic gains as well as social and human benefits. Cooperation among local governments is necessary to manage aquatic resources in a sustainable way.



The case of the Fisheries Improved for Sustainable Harvest (FISH) project in Bohol was shared by Prof. Nygiel Armada, FISH Project Advisor. The project started with four municipalities along the Danajon Bank, but it is now involving municipalities along the parts of Danajon Bank in Leyte and Southern Leyte. The approach used was to look at the Danajon Bank as both part of an ecosystem and a management unit. The Project is also

working with an alliance in a smaller part of the Bohol Area on coastal law enforcement. Cross-cutting initiatives in information, education and communication, policy, and law enforcement has resulted in a 17.8 percent increase in fish catch and an increase in the average monthly income from fishing.

On a wider scale, it was noted that while the Philippines has one of the richest marine and coastal ecosystems in the world, it has fallen prey to overfishing, increasing pollution of coastal areas, industrial and urban development, deforestation, soil erosion and rapid population growth. Dr. Joel Mangahas of the Asian Development Bank (ADB) noted that policy and

institutional weaknesses, conflicting regulations, actions, and technical, financial and organizational weaknesses on the part of the national and local governments have contributed to the challenges of coastal resource management. The experience of ADB in implementing integrated coastal resource management (ICRM) projects provides lessons on the need for a holistic approach, participatory planning process, local institutional strengthening, and a focus on sustainability. While alliance building was not directly suggested, there was a suggestion to involve and strengthen NGOs and as many stakeholders as possible, to engage local governments, and to come up with a mechanism to delineate responsibilities between the national government and local governments.



Critical Ingredients in Building and Sustaining Alliances: Cookbook for Local Governments in the Philippines

The closing session of the first day and the whole second day focused on the presentation, review and comments on the draft Cookbook commissioned by the GTZ. An overview of the Cookbook was done by Prof. Alice Joan Ferrer, who was mainly responsible for writing the financial aspects of the Cookbook. During the second day, more extensive presentations were made by Attorney Rose-Liza Eisma-Osorio on the legal aspects; Engineer Goldelino Chan on the institutional aspects, and Prof. Ferrer on the financial aspects.

It was explained that the main aim of the Cookbook is to provide information on the critical ingredients of building and sustaining alliances among local governments. The Cookbook presents



the main ingredients, but it was clarified that the “mixing” is best left to the local governments, since the optimal mix would depend on factors unique to each alliance. Three aspects in building and sustaining alliances were presented in the Cookbook—

institutional, legal and financial—and the Cookbooks framework revolves on these three aspects and the interaction among them. All three aspects dealt with the alliance’s structures, systems, resources as well as purpose but varied in terms of emphasis. All in all, 31 critical ingredients were proposed for discussion: seven pertaining to legal; 14 to institutional; and ten to financial aspects.

Legal Aspects

Inter-LGU alliances have constitutional and legal bases as provided for in the 1987 Constitution and the Local Government Code. Three types of local alliances can be identified: (1) natural alliances among local governments which is the most common; (2) public-private alliance, where local governments develop active partnerships with NGOs, POs and the private sector; and (3) quasi public alliance made up of political subdivisions such as municipalities, cities or provinces that are vested with juridical personalities through legislation.

The seven critical ingredients identified were the following:

1. Adoption of a binding legal instrument. Most often, this is in the form of a memorandum of agreement (MOA), but can also take the form of an Executive Order (EO) or a Republic Act (RA). The legal instrument can also be through registration with the Securities and Exchange Commission (SEC) but there are legal challenges that need to be addressed in using this form of legal instrument.
2. Local government concurrence to the MOA, which includes the passage of a Sanggunian resolution authorizing the local chief executive to sign on behalf of the local government and the enactment of an appropriation ordinance authorizing the budget for the financial contribution of the local government to the alliance.

3. Mandatory review of the MOA, to enhance and make the MOA adaptable to the changing needs of the alliance.
4. Adoption of joint resolutions, which serve as recommendatory policies in identified areas of collaboration among alliance members.
5. Ratification of alliance agreements and decisions. Legislative support for alliance policies is crucial. Also recommended was the inclusion of the alliance programs in the respective Executive-Legislative Agenda (ELA) and local development plans.
6. Unification of policies. This means adopting substantially similar policies or ordinances in each local government within an alliance.
7. Creation of sanctions for non-compliance with the MOA. In general, a MOA is a contract, and non-compliance with it is a breach of contract. However, it is difficult to impose sanctions against member local governments inasmuch as the MOA is also considered as a mutual agreement based on consent and mutual respect among the members. Thus, alternative modes of dispute resolution should be considered, as in the case of the Lanuza Bay Development Alliance, which includes in its MOA the following grievance mechanisms: conciliation; mediation; and arbitration.

It was emphasized that a supportive legal and policy framework ensures that alliances can effectively sustain their programs and joint actions.

Institutional Aspects

The institutional aspects of building and sustaining alliances are closely linked with the legal and financial aspects, and must be considered in the different stages of alliance-building (that is, confidence-building, institutionalization, and evolution phases).

Fourteen key institutional ingredients were identified, namely:

1. An Alliance Champion. The alliance champion has strong local influence, strong political connections, good at tapping internal and external resources, and with a clearly defined vision.
2. Common base for the alliance, which could be a shared ecosystem, adjoining jurisdictions, and related services.
3. Defined type of area management, such as urban, urban-rural, congressional district, coastal, lake/lakeside, protected area or health zone.
4. A common purpose, derived from the vision or agenda of the leader or leaders forming the alliance, brought about by trigger issues affecting a local government or a number of local governments, or developed as a result of an assessment and planning activity.
5. Active involvement of the local chief executives of member local governments, which is crucial to the attainment of the alliance's vision and mission.
6. Complementation between a visionary leader and pragmatic leader. The visionary leader focuses on legacy building, strengthening relationships, and enhancing values and beliefs. The pragmatic leader focuses on client-satisfaction, competencies and survival needs.
7. Role of local point persons or counterpart teams in implementing programs and project of the alliance at the level of individual members.
8. Binding memorandum of agreement.
9. Alliance staff, who will take charge of day-to-day operations as well as provide secretariat and support services.
10. Trigger issues. (Please refer to Critical Ingredient Nos. 4 and 10 of the Institutional Aspect of the Cookbook).
11. Sound strategic plan.
12. A manual of operations to facilitate and coordinate individual member actions.

13. Transforming projects into essential services.
14. Relative specialization, to provide complementation and reduce competition within the alliance.

Financial Aspects

Finance is the lifeblood of any alliance, thus an alliance must ensure it has the resources and sufficient funds to cover the cost of its operations. Ten critical financial ingredients were identified as follows:

1. Commitment to share resources among members, which could be expressed in terms of agreement: to contribute, pool or source funds; on rate of contribution; schedule of payments; sanctions for late or non-payment; on changes on finance-related provisions of the MOA.
2. Use of an acceptable formula for the monetary contribution of members, based on such terms as ability to pay, the issue faced by the alliance, expected benefit as members. The options include fixed amount contributions; equal minimum amount; negotiated amount based on planned activities; and differentiated amount based on income class or problems/issues being faced by the alliance.
3. Timely collection of committed funds, through one whole payment or on an installment basis.
4. Sharing of other monetary and non-monetary resources, for example, in paying for personnel assigned to the alliance; travel expenses for alliance-related activities; office utilities.
5. Capability to tap external sources of funds and other inputs, which would require knowledge in writing proposals, identifying grant making institutions, and negotiations and lobbying.

6. Capability to generate own revenues, through operations of business enterprises or sharing in sanction or regulatory fees.
7. Matching of resources with goals and programs. Alliances should always match their programs with the resources that they can tap.
8. Appropriate fund management. This could be in the form of trustee-LGU account, or through own accounting system to govern the funds a deposited in a private bank under the name of the alliance.
9. Use of approved guidelines in fund utilization, which would need an approved manual of operations.
10. Transparency in financial transactions. This can be promoted by way of preparation of reliable reports on financial transactions; disclosure of full operations and financial position of the alliance; setting clear operating financial procedures; regular cost monitoring and submission of financial reports for specific projects; and submission to external auditing.

Validation of the Cookbook Contents: Refinements and Suggestions

As part of the summit, a workshop was conducted on the second day to validate the contents of the Cookbook, and to gather suggestions from the participants on how the Cookbook could be improved.

Participants were divided into three groups. Two groups were composed of participants coming from alliances concerned with natural resources management (NRM) Groups 1 & 2. The last group, the Economic Development and Health (EDH) Group, was composed of participants coming from alliances concerned with local economic development and health management. Participants who do not belong to any alliance, such as those coming from national government agencies (NGAs), development partner organizations and non-allied LGUs, joined the group that they preferred.

Each of the three groups was further divided into three sub-groups, and the sub-groups handled the various sections of the Cookbook dealing with legal, institutional, and financial aspects of alliance-building, respectively. Each sub-group answered the following focus questions:

- 1) What further information, ideas, or cases/examples should be added in the discussion of the Cookbook component (i.e., legal, financial, and institutional)?
- 2) What part or parts of the Cookbook component should be further explained?
- 3) What part or parts of the Cookbook component could be deleted without sacrificing quality or information?
- 4) Other suggestions to improve the Cookbook.

When each sub-group had answered the focus questions, a developmental café took place within each sector group. In this activity, the output of each sub-group was presented to and commented upon by the other sub-groups. Afterwards, the legal, institutional and financial sub-groups within each sector were merged to form another grouping which consolidated their respective outputs For presentation in a plenary session.

The results of the workshop deliberations are presented in the next sections.

Legal Group

The following information should to be added by the author based on the consolidated outputs:

- Ratification of decisions should be through a resolution or ordinance
- Participation of LGUs in alliances should be spelled out in an ordinance
- Examples of disputes that can be solved by arbitration, conciliation and mediation
- Asset distribution in case of dissolution
- Legal instruments on inter-provincial alliance
- Inherent power of alliance members
- Incorporate alliances' programs with LGU development plans/ align LGU plans with alliance vision

The group also suggested that the author give further explanation on the following topics:

- Members/composition of grievance committee
- NGA (SEC, DOLE, DBM) policies affecting alliances (e.g. registration/mechanics)
- How to address conflict in policies between LGU and alliance
- Alliances' evolution into an authority
- Legal requirements in availing funding support from GFIs, donors

The Legal Group proposed that the discussion on meting sanctions should be deleted. Likewise, it suggested that some contents of the MOA can be put into an operations manual. The author should also remove the section on SEC registration because of a new ruling by COA which considered the transfer of funds and contribution of LGUs as “illegal.”

The group also suggested the creation of an oversight committee where the different Leagues and RDCs could be tapped for this. It also pointed out that the DILG's role should be clearly defined in alliance formation. The group also proposed to the author to include an “Issues and Recommendations Part” and cite models of indigenous alliances (tri-people). It also suggested a study on the implication of the COA ruling on existing alliances. Finally, the group proposed that since the Local Government Code already provides for inter-LGU cooperation, the details on how to do it and effectively implement it should be made part of a supplemental implementing rules and regulations (IRR) rather than through amending the Code.

Institutional Group

After thoroughly discussing the institutional aspects of the Cookbook, the Institutional Group came up with the following suggestions with regard to the information that should be added to the document:

- The alliance champion should not be limited to LCEs but should include those coming from other sectors such as national government agencies, NGOs, POs, private and women's sectors, etc. Related to this, the authors may take a look at the concept of the "Citizen as Champion", as well as add discussions on the involvement of business community, e.g. local chambers of commerce;
- The roles of the various sectors in the alliance should be defined. This includes the roles of the governors, mayors of highly-urbanized cities (HUCs), Sangguniang Bayan, Sangguniang Panlalawigan, and Sangguniang Panlungsod in the LGU alliance;
- Include a discussion on oversight bodies such as the Commission on Audit, and their roles in the LGU alliance;
- Include discussions on the cultural dimensions of alliance-building;
- Other types of area management that can be considered are upland-coastal, island-wide, inter-province, indigenous peoples' area, and conflict area;
- Case studies on success stories, failures, and best practices may also be added;
- Discussions on performance indicators to help determine the success or failure of an alliance, along with those on monitoring and evaluation schemes, should be added;
- Mechanisms for sustainability including discussions on capability-building would also be useful; and
- Related Key Ingredients should be integrated.

The group also suggested that the authors provide further elaboration on the following topics:

- Conditions/circumstances conducive to the establishment of inter-LGU alliances;
- Clarify desired impact and outcome of establishing inter-LGU alliance;
- Explanation on the logical arrangement of the various stages of alliance-building;
- Definition/operationalization of the legal personality of alliances;
- Pros and cons for the composition of project management office (PMO) staff (i.e. LGU staff or non-LGU staff);
- Qualifications/eligibility of alliance staff, especially Executive Director, PMO personnel;
- Role of oversight bodies for the alliances;
- Mechanisms for information sharing;
- Transparency as a governance issue; and
- Inclusion of financial arrangements in the Manual of Operations (e.g. with regard to revenue generation and administration).

The group did not suggest that any topic in the section about institutional aspects be deleted, but one clarification surfaced during their discussions. This is with regard to the creation of the Autonomous Region of Muslim Mindanao (ARMM). The participants stressed that the ARMM, created by RA 6734, is not an inter-LGU alliance, because it has autonomous region status which provides the ARMM Regional Government with a broad range of powers.

The participants also made other suggestions for the improvement of the Cookbook, which include:

- Reconsider the term inter-LGU. Inter-local seems to be more appropriate since alliance members may also come from the civil society and private sectors;

- Templates to address places where inter-LGU alliance organizers do not expect to receive help coming from other authorities;
- Suggest ways to reactivate or rehabilitate sickly or non-functioning alliances;
- Consider multi-stakeholder dialogues as instrument to consensus-building;
- Suggest ways to resolve internal conflicts or overcome possible conflicts even at the start of alliance formation (e.g., appointment of a neutral mediator, intervener or facilitator);
- The Cookbook may benefit from the services of a general/style editor; and
- Reconsider the term Cookbook.

The group also extended some recommendations to their co-participants as well as to the summit organizers:

- Explore the possibilities of coming up with special law to institutionalize the cost-sharing scheme of inter-LGU alliance members, including the national government and other stakeholders. The role of NGAs in this aspect should be redefined;
- There is a need to clarify DBM and COA prescriptions/regulations on proper sourcing and utilization of local government funds for inter-LGU alliance purposes;
- Explore the possibility of forming a federation of inter-LGU alliances;
- Look at the viability of setting up funding windows that can be accessed by inter-LGU alliances; and,
- Include municipal waters in the computation of a LGU's land area, which is a factor in the computation of its internal revenue allotment (IRA).

Financial Group

The Finance Group decided to answer three out of four questions posted in Workshop 1, namely, on additional information to be

added to the Cookbook (FQ 1), parts of the Cookbook that need further explanation (FQ 2), and other suggestions (FQ 4).

On Focus Question No. 1 asking for additional information to be added in the financial framework on setting up an alliance, the following were suggested:

- The financial ingredients in building an alliance should be categorized according to the stages of growth of the alliance.
- LGU contribution to the alliance should be (1) included in the budget of the Office of the Mayor, (2) governed by procedures mainstreaming it in the LCE executive budget, (3) included in the Memorandum of Understanding (MOU), (4) broken down according to specific expense items equivalent to detailing personnel to and spending time in the alliance, (5) governed by clear accounting and auditing rules especially when deposited in private bank accounts, and (6) open to providing incentives to good performing alliances.
- The memorandum of agreement (MOA) should spell out the need to include the budget for the alliance in the LCE executive budget. Moreover, the steps in including the budget for the alliance in the LCE executive budget should be detailed in the manual of operations in light of the limited applicability to the alliance of the current Joint Memorandum Circular on planning, budgeting and revenue administration issued by the DBM, DILG, NEDA and DOF.
- There is a need for policy review of some national laws and issuances. These include the need (1) to clarify the grey areas in the 1991 Local Government Code and its Implementing Rules and Regulations, (2) for COA to adjust its rules for the alliances, e.g., requirements for the release of funds, (3) for the national government to clarify its support including financial support/investment to the alliances, (4)

for COA and DBM to make definite policy on fund utilization and management by the alliance, and (5) to issue a moratorium on the implementation of the Joint Memorandum Circular #1 by the DILG, DBM, NEDA, COA.

- There is a need to advocate for the enactment of the proposed Republic Act for natural resource management (NRM) alliance, and guidelines for external funding to non-SEC registered alliance.
- There should also be a discussion on joint venture arrangements/mechanisms that alliances might enter into. Some of the issues that need clarification include whether or not the alliance can utilize the 20 percent development fund and access credit.

On Focus Question No. 2 inquiring on parts of the Cookbook that need further explanation, the group pointed out the following:

- There is a need to clarify the legality of transferring funds from the member LGUs to the alliance and payment of annual membership contribution based on the new DBM guidelines.
- They also suggested to the authors to provide more explanation on the different models of fund management, e.g., private bank account versus trust account. They should also elaborate on the relevant regulations governing the different fund management arrangements, e.g., fund management appropriate to alliance with NGO partner.
- They must clarify relevant COA circulars including the regulations concerning the funds coming from the donor agencies.
- Whether or not the alliance needs SEC registration as a requirement for donor funding must be settled as well. Related to this is the question on whether or not a SEC-registered alliance is still covered by COA rules and regulations.

- Two common issues bogging the alliances were also raised. One is whether or not the alliance can use part of its 20 percent development fund to support projects of the alliance where it is a member of. Another is whether or not the staffing pattern of the alliance is covered by Civil Service Commissions (CSC) rules.

On Focus Question No. 4 about other suggestions on the Cookbook, they proposed the inclusion and/or elaboration of the topics as shown below in the Cookbook.

- Strengthening of the capacity of alliances to access external fund sources including the following:
 1. joining competitions organized by award bodies (i.e. Galing Pook Award Foundation) where the prize money can be placed as trust endowment fund;
 2. exploring external financing windows like loan and credit facilities offered by the national agencies and donor agencies; and
 3. seeking clarification on financial mechanisms on operating enterprises.
- Strengthening of the capacity of alliances to maximize internal revenue sources based on the individual LGU member's competitive edge, and by clarifying from the Protected Area Management Board (PAMB) the regulations on imposing and collecting user's fees, e.g., on ecotourism, and sharing of the proceeds among alliance members.
- Dissemination of more cases or experiences of alliances, for instance, in internal auditing.
- Emphasizing the importance of having a manual of operations to the alliance.
- Dissemination of the latest issuances, jurisprudence, policies on financing alliances.

- Combining Critical Ingredient Numbers 7, 8 and 9. These ingredients refer to the (7) matching of resources with goals and programs, (8) appropriate fund management, and (9) use of approved guidelines in fund utilization.
- Integrating Critical Ingredient Numbers 1 and 7 which refer to the (1) commitment to share resources among members, and (7) matching of resources with goals and programs.
- Highlighting of the conciliation schemes to non-compliant LCE/LGU.
- Costing of non-monetary contribution.

Reactions from the Cookbook Consultants

In response to the suggestions, it was acknowledged by one of the Cookbook authors, speaking on behalf of the other writers, that they appreciated the level of detail and the wealth of suggestions made. It was clarified that the level of detail that should go with the Cookbook would have to balance the need for a Cookbook that is manageable to read and yet contains the needed details. Some of the suggestions can be prepared as separate documents, such as the MOA template or manual of operations example. Short discussion of cases can be boxed and placed within the text but full-length case studies need to be done as separate projects. These case studies could serve as basis for another book on best practices in alliance formation and sustainability. The suggestion to restructure the Cookbook based on the stage of alliance growth is good, but has to be discussed by all the authors.

Workshop on Current Issues and Challenges Confronting Alliances

A final workshop was conducted on the last day of the summit. Retaining their original sectoral groupings, the three groups (NRM Groups 1 & 2 and EDH Group) identified the current issues and challenges confronting their alliances and presented the three most important issues/challenges from what they have identified. For each issue, they identified possible solutions that could be found in the Cookbook. They also proposed actions that could be adopted by Inter-LGU Alliance Members in order to address these issues. Lastly, they identified possible actions that could be done by national government agencies, Leagues, and development partners to help out the alliances in confronting these challenges. The outputs of the three groups were later presented in plenary.

Top Issues Confronting Alliances

While the groups discussed separately, the top issues they identified can be summarized and grouped as follows:

1. Sustainability of the alliance, particularly of its finances, which would require resource generation and networking and strengthening financial management capability.

2. Clarification of national issuances and local policies, particularly conflicting national government policies that impact on the legal personality of alliances.
3. Support for alliance building and management, particularly in improving human resource management and building competencies of the people working in the alliance.

Suggested Actions

On sustainability of the alliance

1. Drafting legislation that addresses these financial complications and administrative problems;
2. Coming up with resolution to concerned agencies;
3. Generating funds from environmental fees; and
4. Formulating a declaration/summit document which could be given to policy makers.
5. Holding multi-sectoral planning and consultation meetings to harmonize programs and projects.
6. Active LCEs to take the initiative to talk with inactive LCEs and convince the latter to participate more in the alliance.
7. Link up with training institutions to help the members enhance their capacities.
8. Alliances to put in place a financial management information system (FMIS).
9. Member-LGUs to implement the provisions of Joint Memorandum No. 1 (2007), which mandates the synchronization and harmonization of planning, budgeting and resource administration.
10. Alliances may also consider forming a federation, which would identify a representative to the PDF's Sub-Working Group on Inter-local Cooperation.
11. Alliances may also conduct Donors' Forums to establish relationships with possible project sponsors.

12. DILG to recognize and support MOA as legal instrument and to assist existing and would-be alliances to connect with funding agencies (in support of proposals submitted by the alliance).
13. DILG to include the NRM governance module in its training programs for newly-elected local officials, and provide other relevant training programs.
14. Leagues to formulate a formal declaration of support (for alliances) through a resolution and include the advocacy as an agenda in their assemblies.
15. Leagues to support the documentation, sharing and replication of exemplary/best practices, and to assist in conciliation meetings to resolve conflicts among alliance members.
16. Leagues should to have special programs on alliance, following the example of the League of Provinces of the Philippines (LPP). They may also facilitate linkages between alliances and possible funding partners, either local or international.
17. Development partners to recognize MOA as a legal document for organizing alliances.
18. Development partners to support the documentation and sharing of good practices, sponsor a forum on strengthening the sustainability of the alliances (e.g., 3rd Inter-LGU Alliances Summit) and extend technical assistance.
19. Development partners may consider providing a menu of options and financing windows for alliances.
20. Mandated agencies to provide information on specific financing opportunities that can be tapped by alliances.

On the clarification of national issuances and local policies, and conflicting policies

1. Alliance members should advocate for a review of SEC policies on alliance formation
2. Have a national gathering among NGAs (DILG, COA, DBM, DENR, BFAR-DA, NCIP, DOF), the Leagues,

- and development partners to clarify the issues on conflicting policies affecting alliances.
3. NGAs to amend or harmonize as the case may be the conflicting policies contained in the LGC and NIPAS, in the COA, DBM and SEC issuances.
 4. Development partners to fund studies seeking to identify and clarify conflicting issuances.
 5. DBM and DILG may issue a Joint Memorandum regarding the use of the 20% Development Fund.
 6. Oversight agencies such as the DBM, COA, etc. to issue enabling policies to sustain alliances.
 7. Oversight bodies to conduct studies to assess the impacts of proposed issuances on inter-LGU alliances.
 8. NGAs and development partners concerned to provide a menu of options on appropriate legal personalities for various types of alliances.
 9. NGAs to facilitate the conduct of “mentoring” programs, learning events, as well as big sister-little sister relationships, between alliances.
 10. Congressional Committee on Devolution (CCD) should propose amendments or supplemental details to the Local Government Code’s IRR.

On support for alliance building and management

1. Enlist the Leagues, NGOs, and NGAs to provide technical assistance on a macro level to the alliances through regular meetings.
2. DILG through the LGA should conduct initial strengthening of local officials which are specific to the needs of the alliances.
3. Leagues to help source out funds and sponsor training activities for TWGs of the alliances.
4. Development partners to sponsor training activities for TWGs on project proposal preparation, monitoring and evaluation, and other topics needed in sustaining alliances.

5. Create network/directory of alliances through a website that would enable updates on activities, etc.
6. Document best practices/lessons learned of existing alliances which can be replicated by others.
7. Conduct relevant training programs for the alliances and include a listing of resource institutions providing technical and financial assistance to alliances.
8. Member-LGUs to detail permanent, full-time, capable staff to the alliance.
9. NGAs and development partners comprising the PDF should include inter-LGU alliance representatives in its sub-working group on LGU alliance.
10. Concerned NGAs should also provide models and promote best practices on HRM in inter-LGU alliances.
11. National agencies to provide technical training to alliance staff as well as strategies to capacitate program beneficiaries.
12. Civil Service Commission to consider providing guidelines on staffing patterns of alliances.

Closing Ceremony

In response to the workshop outputs, representatives from various national government agencies, leagues and development partners gave their thoughts in the closing ceremony. It was shared that there is a need for the various Leagues to formally support the establishment of alliance by way of a league resolution. From the experience of the League of Provinces, it is easy to form alliances but it is difficult to sustain them. There has to be a commitment from the local chief executives (LCE) because without it, the alliances would not prosper. It was also easy to suggest that alliances should be non-partisan, but the political nature of alliances creates some difficulties, which could be overcome by the resolve and commitment of the political leaders.

Representatives from the development partners thanked the participants for their work, indicated their willingness to review and identify the priority needs and policy recommendations identified in the workshops. They also expressed the hope that the initiative for alliance building and sustainability will move forward with the assistance of the participants, and looked forward to another summit with more partners and alliances.

Finally, the DILG reiterated its support for LGU alliances, and expressed commitment to help in the review of policies impinging on their formation and operation. DILG will continue to support capacity building programs to strengthen LGU alliances, and will be committed to their sustainability. However, success of the alliances would also depend on the willingness of the local government and their commitment to make the alliances work. It was also hoped that the alliance approach could be used to effect change and to catalyze local economic development.

Lessons Learned

In this section, lessons from the various presentations, comments and observations made from the floor, and those generated from the workshops are presented.

Lessons on Alliance-building

- Based on the experience of LCEs and alliance PMO officials, development partner assistance (technical and financial) is very crucial in building effective inter-LGU alliances.
- The private sector can play an important role in the process of alliance-building, even in terms of financial resource mobilization.
- Passing joint ordinances between two provinces may pose a problem, since an ordinance applies only to a specific territorial jurisdiction. Instead, the alliance members can forge an agreement and have it ratified through separate ordinances in each member-LGU.

Lessons on Alliance Management

- There is a need to look at the vertical or internal relationships between provinces and their component municipalities and barangays. Oftentimes, these levels are not efficient in coordinating and implementing programs, because of the inherent weakness in their relationships.

- Institutionalizing alliance contributions through ordinances would ensure that member-LGUs will honor their commitment, even after electoral transitions.

Lessons on Sustaining the Alliance

- Ensuring the sustainability of alliances resides on the members themselves and not on any supervisory body. A lot of measures to sustain the alliance can be done within the alliance itself, and not necessarily in a higher supervisory authority. For instance, the member-LGUs can strengthen the MOA creating the alliance by having them ratified by their respective Sanggunians. In this way, it will become binding even to the next administration.
- A two-pronged strategy is necessary to sustain the alliance and that is: to increase the awareness of the elected officials on the significance of the alliance and develop the capacity of the appointed officials and staff who manage the day-to-day operations of the alliance.
- Maintaining a core group of technical people to manage the alliance could help ensure its sustainability. This group of people could sustain the alliance during election time or the period immediately after, until such time that the new mayor gets his/her footing. Building up the capability of technical people involved in the alliance is very important. This helps them look beyond their own backyard in planning work for the alliance.
- There is a need to disseminate best practices of alliances which have successfully transcended the dilemmas and challenges confronting them and consequently promoted good governance and development.

- Participation of the private sector is reinforced by involving them in all the projects and activities of the alliance. In Guimaras and DDPKaRoMa, both the private sector and the member LGUs are involved in the decision-making of the alliance.
- The active involvement of member NGOs, POs, and business groups could also help convince hesitant LCEs of member LGUs to participate in the activities of the alliance.
- Conducting regular meetings where members are updated of the programs, projects and activities of the alliance can also help in sustaining the alliance.
- After elections, surviving LCEs could help convince newly-elected LCEs to continue their LGUs' active participation in the alliance.

Next Steps

1. A follow up summit or a 3rd Inter-Local Alliances Summit can be planned and designed. The summit can focus on dissemination of best practices and successful initiatives in the formation, management and sustainability of alliances.
2. A possible preparatory activity for the summit is a separate project on documentation of successful and even not so successful alliances' experiences.
3. The PDF-WG-DLG can initiate a review of conflicting policies that hamper the formation and operation of inter-local alliances.
4. Representatives from concerned national government agencies (i.e. COA, DBM, SEC, DILG), non-governmental and people's organizations, private sector, the various local government leagues, and development partners should also be invited to shed light and give inputs on the challenges and issues that may be identified by the participants related to the various aspects of alliance formation, management and sustainability.
5. Oversight agencies must come together and harmonize conflicting policies affecting alliances, especially in terms of legal, institutional (including HRM), and financial aspects.

6. Development partner organizations could come up with a technical assistance project to support the organizational and institutional development of alliances. Such technical assistance would include as project components capacity building on project proposal preparation and resource mobilization, as well as strategic planning and financial management. The technical assistance to be provided should be designed according to the stages of development/formation the alliances are in since the needs and demands of newly-formed and existing alliances significantly differ.
7. Local governments, alliances and local government leagues must advocate for a clear policy framework on building and sustaining inter-local alliances. They must push for a revision of policies that impact on the growth of inter-local alliances, including the strengthening of provisions on inter-local cooperation under the Local Government Code. A federation of alliances should be considered, and the federation should be able to take part in the PDF Sub-working Group on Inter-local Cooperation through a designated representative.

Annex A

Participating Alliances

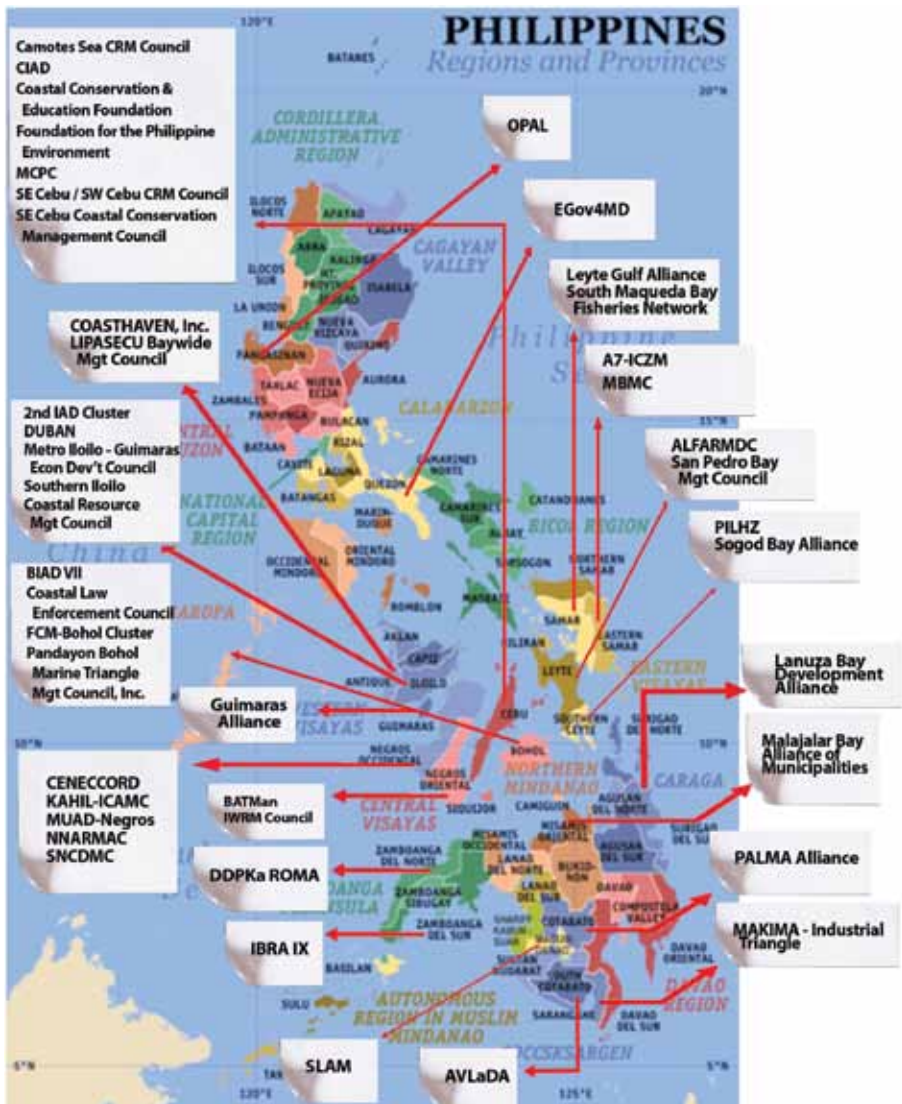
Distribution of Alliance Participants by Region and Province

Region	Province	No. of Alliances	Alliances
Region I	Pangasinan	1	One Pangasinan Alliance of LGUs (OPAL)
Region IVa	Quezon	1	EGov4MD
Region VI	Antique	2	COASTHAVEN Inc. LIPASECU Baywide Management Council
	Guimaras	1	Guimaras Alliance
	Iloilo	4	2nd Integrated Area Development (IAD) Cluster DUBAN
			Metro Iloilo-Guimaras Economic Devt. Council
			Southern Iloilo Coastal Resource Management Council
	Negros Occidental	5	Central Negros Council for Coastal Resources Development (CENECCORD)
Kabankalan Himamaylan Ilog Integrated Coastal Management Council (KAHIL-ICAMC)			
Multisectoral Alliance for Development Negros (MUAD-Negros)			
Northern Negros Aquatic Resources Mgt. Advisory Council (NNARMAC)			
Region VII	Bohol	4	Southern Negros Coastal Devt. Mgt. Council (SNCDMC)
			Bohol Integrated Area Development VII (BIAD VII)
			Coastal Law Enforcement Council
			FCM-Bohol Chapter Cluster
	Cebu	7	Padayon Bohol Marine Triangle Management Council, Inc.
			Camotes Sea CRM Council
			Center for Integrated Area Development
			Coastal Conservation & Education Foundation, Inc. Foundation for the Philippine Environment (Visayas)

Region	Province	No. of Alliances	Alliances
			MCPC
			Southeast Cebu / Southwest Cebu CRM Council
			Southeast Cebu Coastal Conservation Management Council
	<i>Negros Oriental</i>	2	BATMan Marine Protected Area Network
			IWRM Council
Region VIII	<i>Eastern Samar</i>	2	A7-ICZM
			Matarinao Bay Management Council (MBMC)
	<i>Leyte</i>	2	Alliance of Local Fisheries & Resource Mgt. & Devt. Council (ALFARMDC)
			San Pedro Bay Management Council
	<i>Samar</i>	2	Leyte Gulf Alliance
			South Maqueda Bay Fisheries Network
	<i>Southern Leyte</i>	2	PILHZ
Region IX			Sogod Bay Alliance
	<i>Zamboanga del Norte</i>	1	DDPKa RoMa Growth Corridor
	<i>Zamboanga del Sur</i>	1	Illana Bay Regional Alliance IX
Region X	<i>Misamis Oriental</i>	1	Malajalar Bay Development Alliance
Region XII	<i>Cotabato</i>	1	PALMA Alliance
	<i>Sarangani</i>	1	MAKIMA-Industrial Triangle
	<i>South Cotabato</i>	1	Allah Valley Landscape Development Alliance (AVLaDA)
Region XIII	<i>Agusan / Surigao del Norte</i>	1	Lake Mainit Development Alliance
ARMM	<i>Surigao del Sur</i>	1	Lanuza Bay Development Alliance
	<i>Maguindanao</i>	1	Southwestern Ligawasan Alliance of Municipalities (SLAM)

Annex B

Location Map of Alliance Participants



Directory of Participants

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Name	Position	Name of LGU / Alliance	Region	Telephone / Fax / Cell Number	Email Address
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Annex D

Photo Gallery

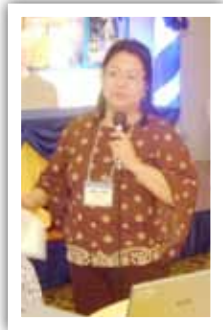
Press Conference



Workshop sessions



Workshop Sessions



Closing Ceremonies



Profile of Organizers

gtz

GTZ, the German Government's international development agency, has cooperated with the Philippine Government for more than 33 years. Through the implementation of its different programs, GTZ strengthens the capacity of people and institutions to improve the lives of Filipinos in this generation and generations to come. GTZ works to balance economic, social and ecological interests through multi-stakeholder dialogue, participation and collaboration. It synergizes strengths and resources to achieve measurable results.

The GTZ, through its **Decentralization Program (DP)** aims to improve governance, which is oriented to the needs of the population, at the national and local levels. Its three components, namely, Political Decentralization, Fiscal Decentralization and Capacity Development System for local governments, are meant to reinforce GTZ's and its implementing partners' initiatives at making decentralization work. The program aims to achieve this by (a) conducting a demand-oriented, conflict-sensitive planning, building the basis for budgeting in local governments; (b) contributing to good local fiscal governance through fair, adequate, transparent and efficient tax system and (c) disseminating to the local governments innovative, conflict-sensitive approaches for an improved decentralization, from the capacity development provider(s).

Profile of Organizers

The GTZ, through its **Environment and Rural Development Program (EnRD)** seeks to strengthen the capacity of government agencies at national and sub-national levels to sustainably manage natural resources and rural development. Its interventions consist mainly of advisory services, trainings, studies and pilot projects for the improved provision of services in (a) land use and development planning, (b) forest and upland management, (c) agribusiness development, (d) coastal fisheries resources management, (e) solid waste management, and (f) disaster preparedness.

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Profile of Organizers



Canadian International
Development Agency

Agence canadienne de
développement international

Canada's Commitment

Canada's assistance to the Philippines began in earnest in 1986 following the People Power Revolution, which brought down the government of Ferdinand Marcos, and the subsequent election of Corazon Aquino as President. A commitment to substantially increase Canadian assistance was made in order to support the new government's reform efforts and the restoration of democracy. CIDA's bilateral program has evolved over the years, from focusing on the democratic process immediately following the People Power Revolution, to more broadly supporting responsible governance and private sector development.

Canada is currently contributing to poverty reduction in the Philippines through equitable, sustainable development. The objectives of CIDA's strategy in the Philippines are to:

- foster efficient, responsive, transparent and accountable governance at all levels; and
- support the development of sustainable small and medium-sized enterprises that create more, better, and decent jobs for both men and women.

Profile of Organizers

Results

Technical assistance to local governments has helped improve the delivery of services to the poor. In addition, greater participation by local communities in setting development plans in areas such as investment, taxation, and social services has increased local government accountability and responsiveness to the needs of the poor. CIDA's assistance has also helped the Government of the Philippines address corruption at the national level through projects that have increased transparency and efficiency in areas that include government procurement and tax collection. Support given to small and medium-sized enterprises by providing business advice and market information and the strengthening of business-service organizations has helped create many business opportunities and jobs in the Philippines. In addition, CIDA has helped women increase their participation in decision-making, exercise their rights, and reduce inequalities in their access to, and control over, resources. Support to the National Commission on the Role of Filipino Women has helped make this institution a regional model of national women's machinery to promote gender equality.

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Profile of Organizers



EUROPEAN UNION
Delegation to
the Philippines

The European Union is a family of democratic European countries, committed to working together for peace and prosperity. It is not a State intended to replace existing States, nor is it just an organisation for international cooperation.

The EU is instead a political and economic community of 27 member states with supranational and intergovernmental features. The EU has grown starting from the original founding members, Belgium, Germany, France, Italy, Luxembourg and the Netherlands to a bloc of 27 countries following the latest accession of Romania and Bulgaria in January 2007.

The EU creates a single market by a system of laws which apply in all member states, guaranteeing the freedom of movement of people, goods, services and capital. It maintains a common trade policy, agricultural and fisheries policies and a regional development policy.

The Delegation of the European Union to the Philippines is a fully-fledged diplomatic mission and has the task to officially represent the European Commission in the country.

It plays an essential part in its political, economic and commercial relations with the country and provides information on the policies and institutions of the European Union. It also plays

Profile of Organizers

a critical role in supervising the implementation of the EU cooperation programmes in the Philippines. It deals closely with the diplomatic missions of the EU Member States and acts as a focal point for cultural activities and as an information hub for various issues involving the Philippines and the European Union.

It was officially opened in May 1991 following the influx of official development assistance after democracy was restored under the Aquino Administration in 1986. It covers the following sections: Contracts and Finance, Operations, Economic/Political/Trade and Public Affairs and Administration.

The Delegation of the European Union functions as an official channel for bilateral relations with the Philippines.

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Profile of Organizers



Philippine
Development
Forum

The Philippines Development Forum or PDF is the primary mechanism of the Government for facilitating substantive policy dialogue among stakeholders on the country's development agenda. It also serves as a process for developing consensus and generating commitments among different stakeholders toward critical actionable items of the Government's reform agenda.

The PDF process involves continuous dialogue on thematic areas through working groups, which are expected to hold meetings in between the formal PDF meetings to follow-up on the issues and agreements at the last meeting. Currently, the PDF has eight working groups, each focused on one of the following themes: MDGs and social progress; growth and investment climate; economic and fiscal reforms; governance and anti-corruption; Decentralization and local government; sustainable rural development, Mindanao and infrastructure. The working groups facilitate wide consultations across a broad range of stakeholders on these specific themes; each is led by a Government agency as lead convener (represented by the head of that agency) with a development partner as co-lead convener.

Profile of Organizers

The Working Group on Decentralization and Local Government (WG-DLG) serves as a venue for discussing substantive policy issues related to governance at the local government unit (LGU) level. The Department of the Interior and Local Government (DILG) acts as the Lead Convener while World Bank acts as a Co-Convener.

The sub-working group on inter-local cooperation was created within the PDF working group on decentralization and local governance. It provides a forum for knowledge sharing, coordination of actions, identify policy issues relating to, inter-local cooperation mechanisms between LGUs, and inform the PDF working group on decentralization and local governance on these issues.

Profile of Organizers



The Center for Local and Regional Governance (CLRG) of the National College of Public Administration and Governance (NCPAG), University of the Philippines, maintains its position at the forefront of local government reform since its creation in 1965 through Republic Act 4223. It is renowned as UP's research arm for local government studies, a training institute for local government officials and other stakeholders, and a think tank and consulting center for cutting edge expertise and policy innovation.

CLRG's mandate is carried out by a pool of competent staff, many of whom have had advanced training in the Philippines and abroad. Faculty affiliates from the NCPAG and other colleges of the University are also tapped as needed.

CLRG develops researches on current and relevant topics on decentralization and local autonomy annually and publishes them through books, monographs, working papers, and academic articles which are used in its training courses as well as in regular

Profile of Organizers

graduate and undergraduate programs of UP-NCPAG and most public administration schools in the Philippines.

CLRG has some of the longest running training programs for local officials in the country and continues to design relevant and up-to-date courses responsive to new developments in local governance.

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