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Master's Thesis of Public Administration

**Local Governance and Social Welfare and
Development in the Philippines**

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Local Governance and Social Welfare and Development in the Philippines

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Local governance embodies the empowerment of the local government units in its exercise of its decentralized power and authority. It encourages and facilitates local development and enhances local affairs towards providing citizens with services in a combined and effective manner. This study describes and explains the relations between local governance and social welfare and development in the Philippines through panel data regression. With improved measures of local governance, it improves health and nutrition conditions, brings better sanitation outcomes and results to higher net-enrolment rate for school-aged children.

This study provided empirical evidences that measures of local governance on disaster preparedness is positively related to net enrolment rate for kindergarten, but negatively related to nutrition and net enrolment rate for secondary aged children. The measures of local governance on social protection is positively related to nutrition, net enrolment rate for secondary-aged children and percentage of household with access to safe water but negatively associated with net enrolment rare of kindergarten. The measure of local governance on peace and order is negatively affected on nutrition and net enrolment rare for secondary-aged children. The measure of local governance on business-friendliness and competitiveness is positively associated with net enrolment rate for elementary-aged children, percentage of households with complete

basic sanitation facilities but negatively associated with nutrition. Measures of local governance on financial accountability and environmental management showed no significant relationship with social welfare and development outcomes.

While the statistical association was observed, this was not robust and comprehensive to support that social welfare and development do actually matter at the local government units. It requires systematic and logical political and administrative reforms that correspond to the cultural, institutional and social differences among the various local government units. The national government must continuously provide policy direction, technical assistance and resource augmentation that fit to the unique gaps and challenges of the local government units. Performance measures of local government must be outcome-based. There is a need to shift to population-wide targeting system for the provision of social welfare and development services. The existing devolution law must be amended to make local social welfare and development office as a mandatory part of the organizational structure. Lastly, the existing norms of passiveness of the local citizens must evolve towards political maturity for a meaningful participation to governance.

Keyword: Local Governance; Social Welfare and Development; Financial Accountability; Disaster-Preparedness; Social Protection; Business-Friendliness and Competitiveness; Environmental Management; Nutrition; Health; Education; Sanitation

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Table of Contents

List of Figure and Tables.....	v
Chapter 1. Introduction.....	1
1.1. Study Background.....	1
1.2. Research Problems and Purpose of Research	2
Chapter 2. Literature Review.....	4
2.1. Local Governance	4
2.2. Local Governance and Social Welfare and Development	10
2.3. Related Studies	13
Chapter 3 Research Method	16
3.1. Research Framework	16
3.2. Measurement.....	17
3.2.1. Independent Variable.....	17
3.2.2. Dependent Variables.....	22
3.3. Population and Sample	22
3.4. Data Gathering	23
3.5. Data Analysis	24
Chapter 4. Data Analysis and Results	29
4.1. Descriptive Statistics for Local Governance	29
4.2. Inferential Statistics on the Correlation of Local Governance and Social Welfare and Development	32
4.3. Inferential Statistics on the Regression of Local Governance and Social Welfare and Development	35
3.3.1. <i>Local Governance and Nutrition</i>	35
3.3.2. <i>Local Governance and Education</i>	37
3.3.3. <i>Local Governance and Sanitation</i>	40
3.3.4. <i>Discussion</i>	42
Chapter 5. Conclusion	47
5.1. Conclusion	47
5.2. Policy Implications	48

5.3. Limitation of Study and Recommendation for Future Studies	52
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Acknowledgement.....	62
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국문초록	65
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List of Figure and Tables

Figure 1 Research Paradigm of the Study	16
Table 1. Guide in Determining Panel Regression Model	26
Table 2. Goodness-of-Fit of Panel Model for the Research Hypothesis	28
Table 3 Descriptive Statistics of Local Governance and Social Welfare and Development	31
Table 4 Pearson Correlation of Local Governance and Social Welfare and Development	34
Table 5 Regression Analysis of Local Governance and Nutrition	36
Table 6 Regression Analysis of Local Governance and Education.....	39
Table 8 Regression Analysis of Local Governance and Sanitation.....	41

Chapter 1. Introduction

1.1. Study Background

The concept of ‘good governance’ at the lower tiers of the government reflects the gradual empowerment of the local government units in its exercise of its decentralized power, and authority. Urbanization trends, recent decentralization processes and public policies emphasizing localism are placing more power and responsibilities on local government structures (Da Cruz & Marques, 2017). Good governance at the local levels (Laberge, Moretto, Narang, & Wilde, 2009) denotes quality, effectiveness and efficiency of local administration (Channa & Faguet, 2016; Faguet, Sultan, & Washbrook, 2017; Farazmand, 2009) and public service delivery; the quality of local public policy and decision-making procedures, the inclusiveness, their transparency and their accountability; and the manner in which power and authority are exercised at the local level (Faguet & Sánchez, 2014).

The local government, consistent with realism, remains as the principal and main institution for local governance (Stoker, 2011). However, it recognizes the necessity of other governmental and non-governmental actors, institutions, mechanisms and processes for the public goods and services to be delivered to the citizens. More importantly, it takes cognizance of the involvement of the citizens to articulate their interests and needs, mediate their differences and exercise their rights and obligations (Laberge et al., 2009). Local governance allows for achieving better societal, economic, political, social outcomes, among others. Local governance, within the purview of accountability and responsiveness, sheds light on the causal relationship that lead to better or worse development outcomes, or greater diversity of outcomes in both type and efficiency (Channa & Faguet, 2016).

Conflicting views exist on the emergence of local governance to both developing and developed worlds. It improves the efficiency of public services and make government more accountable to the governed (Faguet & Sánchez, 2008). On the other hand, local governance leads to less efficiency and

capability, or existence of more corruption than central governments (Treisman, 2007).

Local governance encourages and facilitate local development and enhances state affairs towards providing citizens with services in a combined and effective manner (Taamneh & Abdelwahhab, 2005; Taamneh, Nawafleh, Aladwan, & Alquraan, 2019). Globally, there is a greater demand and emphasis placed on accountability, fairness, and transparency. This increases expectations that affects the link between public entities and citizens (Dixon, Bhuiyan, & Üstüner, 2018);and the way local administration is designed and implemented to ensure efficiency amidst increasing public pressures (Rhodes, 2000; Taamneh et al., 2019).

This research adds to the evidence on local governance effects on social welfare and development outcomes.

1.2. Research Problems and Purpose of Research

The general aim of the study is to describe and explain the relationship between local governance and social welfare and development in the Philippines. The response and effort of local governments to address social welfare issues and demands are the main factors guaranteeing better outcomes on social welfare and development

Specifically, the following are the specific hypothesis of this study:

- H1. The measure of local governance on Financial Accountability, Disaster Preparedness, Social Protection, Peace and Order, Business-Friendliness and Competitiveness and Environmental Management is significantly associated to nutrition and health indicators on percentage of 0 – to 71 months old children with normal weight and infant mortality rate.
- H2. The measure of local governance on Financial Accountability, Disaster Preparedness, Social Protection, Peace and Order, Business-Friendliness and Competitiveness and Environmental Management is

significantly associated to education indicators on net enrolment rate of kindergarten, elementary and high school.

- H3 The measure of local governance on Financial Accountability, Disaster Preparedness, Social Protection, Peace and Order, Business-Friendliness and Competitiveness and Environmental Management is significantly associated to sanitation indicators on percentage of households with access to safe water, with sanitary toilets, with satisfactory disposal of solid waste and with complete basic sanitation facilities.

Several theories and empirical studies have noted the importance of local governance and social welfare and development.

Local governance is positively correlated with increased measure of social welfare and development outcomes. It believes that with improved local governance, there is an:

- Improved health and nutrition conditions
- Better sanitation outcomes
- Higher net enrolment for school-aged children.

Furthermore, the profile of the local government units is affecting the relationship of local governance and social welfare and development.

Chapter 2. Literature Review

This chapter covers the literature on local governance and social development. The starting point is a brief review local governance and social development. It follows with the existing study on relationship of governance and social development. It ends with the presentation of operational framework of the study as anchored from the existing theories and results of studies as reviewed.

2.1. Local Governance

Public administration is implemented via a number of different strategies at the local administration level (Blair, 1966). The Anglo-Saxon approach positions the local government as playing a part in challenging increased central government power and an instrument centered on encouraging a sense of independence, whereas the European approach, on the other hand, positions the state as both dominant and unified, with local units recognized as an approach of government marginalization and as a means of creating a highly sought-after balance between government and society (Taamneh & Abdelwahhab, 2005; Taamneh et al., 2019)

Sound governance emphasizes the capacity and position of the state (local government) to demonstrate effective management in their transition to development (Fukuyama, 2013). Governance provides a key approach to encouraging administrative reform and development policies, thus a fundamental benchmark for modernization and development (Fukuyama, 2013). Reforms towards governance relate to procedural reform and bureaucratic structural change applied to processes and structures in relation to administration, corruption, and financial management (Dixon et al., 2018; Pollitt, 2011). Governance is an intentional attempt (Taamneh & Abdelwahhab, 2005) to respond to societal needs, to enhance trust and legitimacy overall, and to adapt to new circumstances (Bouckaert, 2010).

An empirical understanding of governance at the national level uses World Bank Governance Indicators, covering 200 countries and territories, and measuring six dimensions from 1996 onwards (Kaufmann, Kraay, & Mastruzzi, 2004). However, there is a scarcity on empirical work on local governance due to unclear boundaries among different paradigms and the very elastic concern of local governance (Maksimovska & Stojkov, 2019). The evolving and increasing responsibility and accountability of local government brought about by democratization and decentralization processes contributed to the increasing expectation and pressures towards changes and innovations, and attainment of broader outcomes of development (Andrews, Hay, & Myers, 2010; Bandura, 2005, 2006, 2011; Da Cruz & Marques, 2017; Gisselquist, 2014)

The traditional literature on local governance primarily focused its attention on the differences between local government systems across the world, and on explaining those differences (Maksimovska & Stojkov, 2019). In 1960s and 1970s, the local governments manage inputs and bring public services closer to the citizens with the evolution from a system of local government into a system of local governance. This shifted in 1980s to focus towards efficiency and responsiveness considerations, by importing managerial and consumer-oriented concepts of the New Public Management (NPM) wave. Local governments were expected to focus much more on “customers”, strategic planning and management, separation of provision and production, performance measurement, contracting out, freedom to manage, incentivization of the personnel, separation of politics and administration, improved financial management, etc. (Maksimovska & Stojkov, 2019).

Simultaneously, government has been treated as a synonym for governance. This brought about ambiguity as both society and societal networks have been in the midst of paradigm shift from government to governance (Stoker, 1998). However, such conceptions brought significant development in clarifying the concept of governance as synthesis of government and the market, with elements of network theory (Frahm & Martin, 2009).

The shift towards governance was inclusionary since it expanded the aspirations of the citizens to engage in the decision making on the local government processes. The shift moved towards stakeholder approach in delivering local public services. Public values of local governance have expanded beyond efficiency and effectiveness. It further includes three pillars: accountability, responsibility and responsiveness (A Shah & Shah, 2006); and local effectiveness, transparency and Rule of Law, civic engagement and equity (UNDP, 2009). Local governance is not confined to merely providing a range of local services, but importantly preserving the life and liberty of residents, creating space for democratic participation and civic dialogue, supporting market-led and environmentally sustainable local development, and facilitating outcomes that enrich the quality of life of residents (A Shah & Shah, 2006).

Accountability, as a pillar of local governance, relates to the capacity to carry out local duties as mandated by the Constitution and primary legislation, and simultaneously to hold local officials answerable and responsible for those actions. Furthermore, responsibility ensures that local government implemented their programs in alignment to stated objectives (Norton, 1991; Schaeffer, 2005). Responsiveness is the way of acting of local authorities in meeting the needs of the citizens in various contexts. Good local governance is summarized as responsibility and responsiveness to local needs and conditions which would be tempered by capacity and discretionary authority (Maksimovska & Stojkov, 2019). As good local governance yields positive outcomes, it urges higher national/ state governmental responsiveness (Bank, 1994; W. Oates, 2008; W. E. Oates, 1972; Ostrom, 1993; Putnam, 1993; Wallis & Oates, 1988). However, this may be constrained due to lack of absorptive capacities- technical, administrative, financial, human resource among others (Prud'homme, 1995; Samoff, 1990; Smith, 1985).

The modern theory of local governance has shifted the focus from the local government and the public to a broad range of stakeholders. These stakeholders are not passive but take on active role by co-producing with the government (Maksimovska & Stojkov, 2019).

There have been competing theoretical approaches on (local) governance. The Public Value (PV) model of governance places much premiums on public services aligned to and achieving important civic and democratic principles such as equity, liberty, responsiveness, transparency, participation and citizenship (Moore, 1995). The Digital Era Governance (DEG) model highlighted the digitalization of the bureaucratic processes (Dunleavy et al. 2006). New Public Governance (NPG), or New Theory of Public Service Management (NTPSM) focused on the management of inter-organizational and interactive nature of public services provision rather than solely focusing on administrative processes or upon intra-organizational management (Alford & Hughes, 2008; Bingham, Nabatchi, & O' Leary, 2005; S. Osborne, 2006; S. P. Osborne, Radnor, & Nasi, 2013).

Networked Community Governance (NCG) shifted from the traditional service delivery or public services model to a more interactive and interorganizational model of local governance (Stoker, 2011). It shifted from managing inputs and outputs to fulfilling broader, societal roles. The theory lays down the paradigm that local governments are nested within a larger system of formal and informal governance. As such, local government focuses on at least four societal roles: to support the expression of identity, to stimulate economic development, to facilitate social welfare provision and redistribution, and to act as a lifestyle coordinator (Pratchett, 2003).

Developmental outcomes differ as a function of the underlying social and economic characteristics of each locale and the dynamics they generate (Faguet et al., 2017). Local governance, in comparison to centralized/ national governance, implies smaller economies of scale in the production of goods and lower administrative efficiency as staff costs and overheads multiply across many local administrations (Faguet & Sánchez, 2014).

Within the public economics model of decentralization by Tiebout (1956), local governance reveals heterogeneity for public goods provision across different localities, thus producing efficient allocation. Amidst heterogeneity, W. E. Oates (1972) Decentralization Theorem places emphasis

on responsiveness versus efficiency, thus where there are spillovers but tastes among local governments vary. Differences on outcomes for social indicators are explained in the variations in the service provisions by the different patterns of accountability and objective incentives that officials face (Faguet et al., 2017; North, 1990; Norton, 1991; Olson, 2000; Williamson, 1995).

The empirical work of Marksimovska & Stojkov (2019) on NGC gave light on ‘social responsiveness’ of local governments. This refers to the extent and promptness to which governments meet the needs of various groups of local citizens and local associations. Furthermore, Faguet and Sánchez (2014) asserts that if “bringing government closer to the people” lead to improved information, voice, participation and accountability to public decision-making, then local public services should improve as a result. Local governance leads to lower costs through greater productive efficiency and less corruption; and higher quality, interpreted to include services better suited to local needs and conditions. Improved services, in turn, should lead to more extensive use of local citizens, and thence, to better substantive outcomes.

The enabling model of local governance holds that local governments should provide the mechanism, and incentives to pave the way for more economic activities in the community (Leach, Stewart & Walsh 1994). It views economic, social and political gains as best achieved by local governments developing their roles far beyond that of directly administering a limited range of services (Smith 2000).

Social welfare monitoring anchors on philosophy of social risks of social risks (Esping-Andersen, 2000) and capabilities. Social welfare assumes that the population are risk adverse due to classical market failure problem and addressing it cannot be adequately met. Welfare problems are then characterized as possible estimation of regularity and homogeneity across a population. The view assumes that risks are beyond the control of the individuals that requires social aids to cushion them from market failures and other predictable situations such as reduced productivity or disability in old age, unemployment, illness and so forth.

The capabilities (resource and needs) approach, by Sen (1992), as cited by Esping-Andersen (2000) underscores the question of freedom in realizing one's life and goals. The lack of capabilities is given more emphasis than the condition in which people find themselves. Allardt asserts that one's ability to take control of life and maximize inherent potential depends on the availability of resources. Individual empowerment strengthens one's capacity to be solidarity and to contribute to human collective. Upholding the principle of welfare maximization, the shift from needs to resources adequately assures that people can maximize their capabilities and hence, welfare. Local governance pursues managing its resources to pursue policies that enable people. Consequently, the greater one's command of resources, the greater room for maneuver, adaptation, utilizing one's capabilities and realizing one's welfare.

In this approach, resources correlate with welfare conditions, in which case conventional social policy approaches facilitates in addressing welfare problems. The resource view's affinity to the classical liberal notion of "help to self-help" implies that the basic objective of social policy is to maximize people's capacity for individual independence. The varying preferences for local governance prompt the manner through which social policy is activated, thus giving emphasis on interplay of social programmes.

The Philippines, through the Department of Social Welfare and Development, developed a tool that measures that social welfare and development status at a household level. This includes factors on: employable skills, employment, income, social security and access to financial institutions, health conditions (health, nutrition, water and sanitation), housing, education, role performance, and family awareness on social issues. Aggregate scores are derived to determine the level of well-being of the household such as survival (being the lowest), subsistence, and self-sufficiency.

2.2. Local Governance and Social Welfare and Development

Nutrition depends on the personal choice of every individual and the availability, affordability and accessibility of food. Behavioral change towards nutrition outcomes can only occur in a supportive environment when support is given for individuals to take responsibility on improving food choices. This support comes in the form of policies, ordinances, fund allocation, land use planning, education, programs and activities of the local government relating to the nutrition needs of its citizens (Ogunniyi, Mavrotas, Olagunju, Fadare, & Adedoyin, 2020). The failure of individual-based nutrition and physical activity efforts can be explained, in part, because the environments, including the local government, where they have been implemented are not conducive to healthy choice (Booth et al., 2001). Local government engagement to food governance leads the way for innovative policy measures to address food system issues such as malnutrition (Reeve, Thow, Baker, Hresc, & May, 2020). Good governance develops and implements food and/ nutrition policies through policy councils, a multi-stakeholder form of governance that includes civil society and community representation. Such involvement of various actors is seen as crucial to recognizing local needs and response gaps, building capacity for policy design and implementation and ensuring public support.

Disparities on nutrition outcomes vary on the demographic profile of a local government. Lower income and minority neighborhoods and communities suffer disproportionately high of preventable diet-related diseases (Ford & Dzewaltowski, 2008), and inequalities in access to affordable, healthy and nutritious food contribute to these disparities (L. Parker, Burns, Sanchez, Board, & Council, 2010). Incidence of wasting, stunting and underweight exist when there is lack of access to healthy foods. Lower-income areas are less likely to have access to supermarkets and grocery stores that carry healthy foods compared with higher-income neighborhoods (Baker, Schootman, Barnidge, & Kelly, 2006; Franco, Diez Roux, Glass, Caballero, & Brancati, 2008; K. Morland, Wing, Diez Roux, & Poole, 2002; K. B. Morland & Evenson, 2009).

Lower-income areas have limited number of products, fewer healthy items and often lack public transportation to facilitate economic mobility of the citizens (K. B. Morland & Evenson, 2009). Furthermore, a poor food environment in lower-income areas may be exacerbated by an abundance of fast-food restaurants serving high calorie, high-fat meats at relatively low prices (Baker et al., 2006; Larson, Story, & Nelson, 2009; Lewis et al., 2005).

Local governance contribute to reducing disparities on nutrition outcomes by improving access to health, affordable foods and reducing access to high-calorie, low-nutrition foods. Local governments can provide strategic leadership such as providing improved access to healthy foods in lower-income areas, using zoning ordinances to change local food environments, serving as a catalyst for community change by offering healthier foods at government facilities and communicating the importance of healthy eating (L. Parker et al., 2010). The local government, being closer to the people, is in the best position to decide which strategies are most feasible and appropriate for the needs and circumstances of their communities. Policy interventions are based largely on factors such as resources, priorities, leadership and demographics (L. Parker et al., 2010). However, despite the potential for nutrition outcome, local governments are confronted with limited capacity to raise the majority of taxes coming from rates on the unimproved value of property. This political and legislative context constrains local government action on food and nutrition (Reeve et al., 2020).

Water, sanitation and hygiene is essential towards social welfare and development. Access to these services is a basic human rights, but for many the right to basic level of access remains unmet. Not only are poor hygiene, open defecation and lack of access to safe and sanitation systems leading causes of child mortality and morbidity, they also contribute to undernutrition and stunting and acts as barriers to education for girls and to economic opportunity for the poor (UNICEF, 2016).

UNICEF (2016) provided evidences on the importance of sanitation and hygiene,

- Rapid and effective sanitation interventions are critical for saving the lives of children.
- Poor sanitation and hygiene is the main cause of faecally-transmitted infections (FTIs), including cholera and diarrhoeal disease, which remains the second leading cause of morbidity and mortality among children under the age of five, and the leading cause of death. Poor WASH is also strongly associated with malaria, polio and neglected tropical diseases (NTDs) such as guinea worm, schistosomiasis, helminths and trachoma that have a debilitating effect on children and their families.
- Children are more likely to be undernourished and stunted if they are exposed to FTIs – including diarrhoeal disease and environmental enteropathy – or intestinal worms, which are linked to poor WASH and open defecation.
- Safe WASH in health care facilities (HCFs) is critical for maternal and newborn health, but water and sanitation coverage in childbirth settings in low and middle-income countries is extremely low. The prevention and control of infectious diseases through improved water, sanitation and hygiene practices in HCFs and communities significantly reduces the burden on public health systems and helps to prevent the over-use of antimicrobial drugs
- There is growing evidence that inadequate sanitation, water and washing facilities act as barrier to children's attendance and performance in schools, especially for girls, and particularly for girls post-menarche when their menstrual hygiene management (MHM) needs are not addressed. Children with disabilities are denied access to a school education when accessible sanitation and hygiene facilities are unavailable or inadequate.

- Girls and women are particularly affected by poor WASH including through the loss of productive and leisure time from the drudgery of water hauling and other WASH-related domestic labour; the exclusion from full participation in schools due to the lack of WASH facilities; urinary tract infections arising from delayed urination or reduced water intake to cope with a lack of access to sanitation facilities; and the loss of dignity and threat of sexual assault due to the lack of toilets, both in times of stability and crisis •

2.3.Related Studies

Empirical literature presents relationship of local governance and better development outcomes (Faguet et al., 2017) and improved government processes (A. N. Parker, 1995), specifically on social aspects. In Switzerland, local governance of education led to higher educational attainment, and closing of gender inequality (Barankay & Lockwood, 2007); and increases in student achievement (Galiani, Gertler, & Schargrotsky, 2008). In India, local governance empowered the rural poor through rice subsidies and credit for women (Faguet & Sánchez, 2014; Parry, 1997). It also increased beneficiary participation in rural development schemes (A. N. Parker, 1995). Furthermore, there is positive correlations between decentralization and indices of social development, political participation (Anwar Shah (1998)). This decentralization generates a new model of local governance based on high popular participation, capable leadership and a new implicit contract governing local taxation (Gilbert, 2004). Local governance simply does not only affect the dynamics of the formal official institutions of government but change the very fabric of society- its values, priorities and social capital (Petro, 2001). Furthermore, it is associated to lower natural disaster death rates, implying more effective preparation and/or responses to natural disasters (Escaleras & Register, 2012). Local governance improves the quality of public services, and hence the flow of benefits to citizens (Faguet & Sánchez, 2014). Cross-country studies suggests that there is

a positive relationship between good governance and local development, in general (Barro, 1996; Clague, 1997; Hall & Jones, 1999; S. Knack & Keefer, 1995; Stephen Knack & Keefer, 1997; Lambsdorff, 2005; Mauro, 1995). Good governance, as a pre-requisite, experiences faster poverty reduction; and is necessary not just through an increase in income, but also through empowerment and increasing the economic, political and social opportunities for the poor (Shimomura, Institute of Southeast Asian Studies Content, Nihon Kokusai Mondai Kenkyujo Content, Provider, & Nihon Kokusai Mondai Kenkyåujo Content, 2003).

On the other hand, local governance may also bring detrimental consequences in the delivery of public services. It may fail to improve access of the poor to natural resources (Faguet et al., 2017) , and fail to reduce ecological damage(Casson & Obidzinski, 2002; Woodhouse, 2003). It propagated rent-seeking behavior down to the district and lower levels in Tanzania, and Uganda (Ellis & Bahiigwa, 2003; Ellis & Mdoe, 2003). Local governance failed as a tool for poverty reduction in sub-Saharan Africa (Bahiigwa, Rigby, & Woodhouse, 2005; Porter, 2002; Woodhouse, 2003). It argues that local governments lack of human, financial, and technical resources prevents it from providing effective public services, regardless of whether policies are ‘tailored’ to local conditions or not (Smith, 1985; Solnick, 1996). The lack of resources cripples the production of local public goods (Faguet et al., 2017) and it is impossible to match local authority and responsibility on expenditures without adequate revenues (Langran, 2012; Llanto, 2012).

In the Philippines, evaluations as early as the late 1990s suggest that local governments have been relatively ineffective in reducing poverty, crime, and corruption, with mixed findings on service delivery and promotion of development (Bank, 2005). Some of the discrepancy may be explained by: (1) the decade-long process in implementing provisions contained in the LGC; (2) the central government’s reluctance to shift resources to sub-national units; and (3) the system of bossism and cronyism that insulate elites from real accountability and public pressures(Hutchcroft, 1994, 2000; Sidel, 1999, 2005),

leading to an abuse of discretionary funds that benefit them and not people with actual needs (Atkinson, Hicken, & Ravanilla, 2015). The political interests of key actors at the national and sub-national levels contribute to the inconsistency in delivery of public goods and services and economic development (Fafchamps & Labonne, 2014; Shair-Rosenfield, 2016). Local governance should be accompanied changes in paradigms and mindsets of stakeholders and increased capacities of local governance units to work out developmental outcomes (Brillantes & Modino, 2015).

The study of Adriano (2014) shows that local governance, valuing the fundamentals of good governance such as transparency, participation and accountability, does not affect social development and environmental development. Furthermore, it concluded that there is no relationship between the quality of governance and state of local development in the select local governments in the Philippines. This is supported by Goldsmith (2007); Holmberg, Rothstein, and Nasiritousi (2009); Painter (2012); Record (2005), who suggested that there is no correlation between good governance and development since there are many other factors affecting the development.

In the study of Shair-Rosenfield (2016), assessment of effectiveness of social welfare programmes is difficult as the basic reporting on immunization rates and education outcomes has been poor and inconsistent. Attempts were made to incentivize good governance; however, awards or recognition is unlikely to dramatically alter public service delivery as it does not influence political popularity. Local elites take advantage of free ride of national level programmes providing benefits to local citizens, even if they had no part in the policy adoption, implementation or financing. Good local governance demonstrated by improved public service delivery and economic development is constrained largely patronage politics (Cruz, Keefer, & Labonne, 2016; Shair-Rosenfield, 2016).

Chapter 3 Research Method

This section presents the research framework, mechanics for measurements, data-gathering procedures, unit of analysis, and data analysis in investigating the research problem.

3.1. Research Framework

The study utilized Quantitative Approach. This approach emphasized the objective measurements of local governance and social welfare and development. It used statistical or numerical analysis to transform data into valuable insights. The variables in the research are based on certain theories and principles on local governance and social welfare and development. Hypotheses were developed in order to measure the variations and relationships of the variables.

Figure 1 shows the relationship of local governance and social welfare and development.

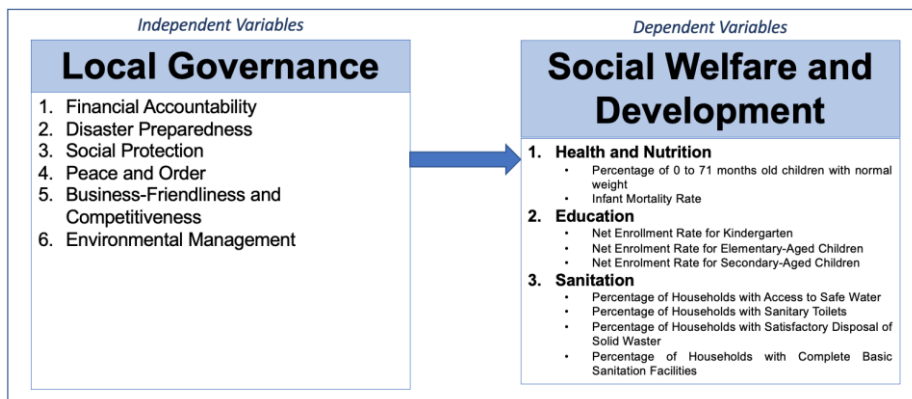


Figure 1 Research Paradigm of the Study

The study operationalizes local governance through financial accountability, disaster preparedness, social protection, peace and order, business-friendliness and competitiveness and environmental management.

Social welfare and development is measured into outcomes on nutrition, education, health and sanitation.

Drawing from the theories on social responsiveness of networked governance (Marksimovska and Stagkov); public economics models of decentralization (Tiebot, Oates), enabling model of local governance (Leach, Steward & Walsh) and public accountability model, improvement in local governance brings positive results in social development. Furthermore, social welfare and development anchors on social risks (Esping-Andersen, 2000) and capabilities (Sen), and institutional perspective of Midgley.

3.2. Measurement

3.2.1. Independent Variable

The measures of local governance is based from the Seal of Good Local Governance of the Department of Interior and Local Government. Considering that there is no localized measures on World Governance Indicators for local governance, the following were the operational definition of local governance for the purposes of the study:

1. **Financial Administration** takes into account the compliance of the local government units to existing laws, administrative mechanisms, structures and processes to foster transparency and accountability on generating revenues, allocating and utilizing its financial resources. This indicator looks into:
 - The good financial housekeeping of the local government units through (1) most recent opinion of the Commission on Audit is unqualified (no irregularities or disallowances) or qualified plus 30% of the recommendations fully complied with; and (2) compliance with full disclosure policy of Local Budget and Finances, Bids and Public Offerings;
 - At least 5% increase in average local revenue growth for the three consecutive years;
 - Functional development committee as to its composition, regularity of meeting, and approved Local Development and

Physical Framework Plan, Local Development investment Program and Annual Investment Plan;

- Fund utilization of 20% component of the Internal Revenue Allotment; Performance Challenge Fund, if applicable; and funds under Assistance to Municipalities
- Annual budget is approved within the prescribed timeline.

2. **Disaster Preparedness** takes into account the compliance of the local government units to existing laws, administrative mechanisms, structures and processes to prepare for challenges posed by disasters. This indicator looks into:

- Established structures and manpower complement: (1) convened Local Disaster Risk Reduction and Management Committee, (2) plantilla head for Local Disaster Risk Reduction and Management Office (LDRMMO), (3) a plantilla for PDRRMO staff complement for research and planning, administration and training, and operations and warning
- Plans available and funds utilized (1) approved Local Development and Physical Framework Plan, (2) Local Disaster Risk Reduction and Management plan and budget, (3) Climate Change Action Plans, (4) Contingency Plan for top 2 high-risk hazard; (5) at least 50% utilization rate of 70% of the Local Disaster Risk Reduction and Management Fund, and (6) at least 75% of the barangays (local villages) have Community Based Disaster Risk Reduction and Management Plans
- Early warning system
- Evacuation management: (1) all requires facilities present in at least one evacuation center; (2) system for registration; (3) localized information guide; (4) prepositioned goods and resources; and (5) at least 75% of barangays have evacuation guide;
- Systems and structures: (1) Standard Operating Procedures; (2) equipped and trained search and rescue or emergency response

teams for top 2 high-risk hazards; (3) functioning 24/7 Local Disaster Risk Reduction and Management Operations Center; (4) at least one member of LDRRMC trained in Incident Command System, and (5) established pre-emptive and force evacuation.

Alternatively, if the local government unit had been awarded as Gawad KALASAG First Place National Awardee for Disaster Risk Reduction Management Council or Hall of Famer, the full measure for disaster preparedness is given as an equivalent.

3. **Social Protection** takes into account the compliance of the local government units to existing laws, administrative mechanisms, structures and processes to broaden access to social services especially the marginalized and most vulnerable in the community. This indicator looks into:

- At least 85% completion or utilization rate of the fund intended for the Local School Board Plan
- Mechanisms for gender and development, and/ or violence against women and their children (VAWC): (1) focal point system, (2) updated GAD code; (3) GAD database, (4) GAD accomplishment report; (5) GAD plan and budget submitted for review by the regional offices of the Department of Interior and Local Government; and for cities and municipalities – (6) 100% of barangays with VAWC desks; and (7) at least 80% of barangays submitted their quarterly VAWC reports;
- Updated code for children;
- At least 50% of local government-run hospitals are Philhealth accredited
- Hospitals and/ or main health facilities are Philhealth-accredited for maternal care package, primary care benefits, and TB-directly observed treatment for short-course;

- Promoting the welfare of persons with disability: (1) compliance with the Accessibility Law; ramps with handrails at the entrance/ exit, special lift/ elevator, as applicable, and wheelchair-accessible toilets with grabs bars, (2) established persons with disability affairs office;
- Residential care facility for the vulnerable sectors (e.g. women, children, senior citizens and PWDs) is DSWD-accredited;
- Local social work and development officer holds plantilla positions and is a registered social worker; and
- Compliance with mandatory representation in the local council with representative accorded with regular privileges and emoluments of a local legislative councils, if applicable;
- For cities and municipalities: absence of illegal dwelling units/ structures, or LGU efforts for resettlement of informal settlers;
- Full utilization of funds for Salintubig projects, if applicable

Alternatively, if the local government unit had been awarded as Seal of Child-Friendly Local Governance, the full measure for disaster preparedness is given as an equivalent.

4. **Peace and Order** takes into account the compliance of the local government units to existing laws, administrative mechanisms, structures and processes to protect the community from threats to life and security.

This indicator looks into:

- Passed the Peace and Order Performance Audit rating OR convened city and peace and order council and at least 75% target completion of, or utilization for, Peace and Order and Public Safety Plan;
- City anti-drug abuse council convened;
- Provided logistical support to the Philippine National Office
- Barangay peacekeeping action teams: 100% organized and 100% trained;

- Drug-free or increase in drug-cleared barangays;
- Total ban or regulating firecracker and pyrotechnic devices.

5. **Business-Friendliness and Competitiveness** takes into account the compliance of the local government units to existing laws, administrative mechanisms, structures and processes to attract more business for investments and employment. This indicator includes:

- Established local economic and investment promotion office;
- For provinces: (1) updated provincial investment, (2) full utilization of Conditional Matching Grant to Provinces for Road Repair, Rehabilitation and Improvement;
- For cities/ highly urbanized cities and municipalities, simplified business processing and licensing system: (1) not more than 3 steps, both for new and renewal of business, (2) not more than 1 day processing time for business renewal; (3) not more than 2 days processing of new business; and (4) business-one-stop-shop;
- For cities/ highly urbanized cities and municipalities, updated city investment and incentives code;
- For cities/ highly urbanized cities: computerized tracking system of all economic data: (1) number of new business, (2) number of business renewal; (3) amount of capital investment derived from registered new business; and (4) number of employees derived from registered new business and business renewals;

Alternatively, if the local government unit had been awarded as finalist of Philippine Chamber of Commerce and Industry (PCCI) Most Business-Friendly LGUs, the full measure for disaster preparedness is given as an equivalent.

6. **Environmental Protection** takes into account the compliance of the local government units to existing laws, administrative mechanisms, structures

and processes to uphold the integrity of the environment. This indicator includes:

- Local solid waste management board convened
- Approved 10-year solid waste management plan;
- Materials recovery facility
- Access to sanitary as final disposal

3.2.2. Dependent Variables

Social welfare and development is measured into outcomes on nutrition, education, health and sanitation.

1. Health and Nutrition (N). This refers to the to infant mortality rate and percentage of children with normal weight.
2. Sanitation and Hygiene (SH). This refers to the percentage of population with access to safe drinking water, percentage of population with sanitary toilet, percentage of households with satisfactory disposal of solid water, and percentage of population with complete basic sanitation facilities.
3. Education. This refers to the percentage of school-age population that attends elementary and secondary schools.

3.3. Population and Sample

The unit of analysis is the local government units. It takes into account all local governments- upper-local government tier/ provinces; and lower-local government tier/ municipalities and cities in the Philippines. Based on the recent data from the Philippine Statistics Authority dated March 31, 2020, there are 81 provinces, 146 cities and 1,488 municipalities.

The sample for analysis depends on the existing data of the national government agencies for the unit of analysis from 2014 to 2018. The more

comprehensive the database of the national government agencies, the more samples are utilized for the purpose of the study.

3.4.Data Gathering

Data collection focused on existing secondary data from different national government agencies and institutions. It recognized the limitations inherent for each tool/ measure, such as possible bias in the data collection, data entry errors among others. The researcher recognized the legitimacy of such data as they were assessed and released by the authorized government agencies. These data were reviewed, and any issues on the data were closely coordinated to concerned national government agencies for their clarification.

The secondary data for the independent variables were collected from the Commission on Election (COMLEC) on voter's turnout in 2013 and 2016 and the Department of Interior and Local Government on its assessment of the Seal of Local Governance from 2014 to 2018. These raw data from DILG provided detailed and comprehensive assessment of the local governance in the Philippines on aspects of financial accountability, disaster preparedness, social protection, peace and order, business-friendliness and competitiveness, and environmental management. The scores for each dimension of local governance for each year ranged from 0 to 1 (0% to 100%).

The measures on nutrition, education, health and sanitation were collected from national government agencies that have the administrative mandate to provide policy direction, technical advice and monitoring to the local government units. The National Nutrition Council (NNC) provided the data for the percentage of 0 to 71 months aged children with normal weight from 2014 to 2018. The Department of Health (DOH), through the Epidemiology Bureau, provided the data on infant and maternal mortality rate and percentage of completely immunized children from 2014 to 2018. Furthermore, the DOH supplied data for the sanitation indicators on percentage of households with access to safe water, with sanitary toilets, with satisfactory

disposal of solid waste and with complete sanitation facilities from 2014 to 2018. The data on education indicators on net enrolment rate for kindergarten, elementary, and secondary-aged from 2014 to 2018 were provided by the Department of Education. Except for the NNC that provided comprehensive data for all local government units, the rest of the secondary data primarily focuses on provinces and key cities in the Philippines.

The success of the data-gathering depended on the willingness of the different government agencies to provide the requested data. Through the Executive Order No. 2, series of 2016, “Operationalizing in the Executive Branch the People’s Constitutional Right to Information and the State Policies to Full Public Disclosure and Transparency in the Public Service and providing guidelines therefore”. The research was able to acquire these secondary data in compliance to public disclosure and transparency in the public service in the Philippines.

3.5.Data Analysis

Upon consolidation of the secondary data, descriptive statistics was processed to determine measures of central tendency, measures of variations and assumptions of normality and homoscedasticity. The descriptive results are shown on

Table 3. This shows that the variables showed substantially skewed distribution and/ or the kurtosis distribution is either too peaked or too flat, lead to non-normality of the distribution curve. Aware of the datasets increasing chances of committing either a Type 1 or Type II errors, data transformation through natural logs were applied to the independent and dependent variables. The data transformation aims to improve the normality of distribution, equalize variance to meet assumptions for the regression, and improve effect sizes. Log transformed variables were interpreted in terms of percent change.

The panel regression model was used to analyze the effects of the improvement of local governance on social welfare and development outcomes- particularly on nutrition, health, sanitation and education indicators. This model is appropriate to scrutinize the explanatory power of independent variables on dependent variables for the period of 2014 to 2018. The study looks into a panel of local government units and their corresponding values for each identified indicators from 2014 – 2018,

The logarithmic panel data (time-series cross-section) regression models is expressed below

$$\ln DV_{it} = \beta_0 + \beta_1 \ln FA_{it} + \beta_2 \ln DP_{it} + \beta_3 \ln SP_{it} + \beta_4 \ln PO_{it} + \beta_5 \ln BFC_{it} + \beta_5 \ln EM_{it} + \varepsilon_{it}$$

where

$\ln DV_{it}$: The natural logarithm value of the dependent variables on nutrition, education, health and sanitation of i^{th} local government unit related to t^{th} term

$\ln FA_{it}$: The natural logarithm value of Financial Accountability sub-dimension of local governance of i^{th} local government unit related to t^{th} term

$\ln DP_{it}$: The natural logarithm value of Disaster Preparedness sub-dimension of local governance of i^{th} local government unit related to t^{th} term

$\ln SP_{it}$: The natural logarithm value of Social Protection sub-dimension of local governance of i^{th} local government unit related to t^{th} term

- $\ln PO_{it}$: The natural logarithm value of Peace and Order sub-dimension of local governance of i^{th} local government unit related to t^{th} term
- $\ln BFC_{it}$: The natural logarithm value of Business-Friendliness and Competitiveness sub-dimension of local governance of i^{th} local government unit related to t^{th} term
- $\ln EM_{it}$: The natural logarithm value of Environmental Management sub-dimension of local governance of i^{th} local government unit related to t^{th} term
- ε_{it} : Is the error (residual) term in the panel data regression model

In determining the most-appropriate panel regression model, the Breusch-Pagan Lagrange Multiplier (LM) test and F test for the fixed effect model were executed first. Hausman test was determined if both the results of the Pagan Test and F test were both fixed and random effects. The following table was utilized in determining the model for each dependent variable:

Table 1. Guide in Determining Panel Regression Model

Random Effect (Breusch-Pagan LM Test)	Fixed Effect (F test or Wald Test)	Model
H_0 is not rejected. (No fixed effect)	H_0 is not rejected. (No random effect)	Pooled OLS
H_0 is rejected. (Fixed effect)	H_0 is not rejected. (No random effect)	Fixed Effect Model
H_0 is not rejected. (Fixed effect)	H_0 is rejected. (Random effect)	Random Effect Model
H_0 is not rejected. (Fixed effect)	H_0 is rejected. (Random effect)	1. Fixed and random effect model 2. Choose one of the two depending on the result of Hausman Test

Source: (Park, 2011)

The variation inflation factor (VIF) and tolerance were also determined to diagnose collinearity in the regression and ensure the fitness of the models.

Considering that the research looks into 11 dependent variables, each were subjected to the goodness-of-fit test (Breuch-Pagan LM test, F-test, or Hausman test) to determine the most appropriate model for regression analysis.

As shown in Table 1, the model specification for the equation without and with control variables. Model 1 showed that for the indicator on infant mortality rate and percentage of households with access to safe water had revealed both no random and fixed effects, the pooled test was used. For the rest of the variables, it rejected the hypothesis for the Breuch-Pagan LM test. This showed that there is no random effect. Furthermore, when the F-test was computed, the F-values rejected the hypothesis which lead to the use of fixed effect for the panel regression.

The limitations on the availability of secondary data for each local government unit reflects the inadequacy of reporting and database management, which is crucial for evidenced-based policy analysis and development for the national government agencies.

Table 2. Goodness-of-Fit of Panel Model for the Research Hypothesis

Dependent Variables	Breush-Pagan LM Test	F-Test	Hausman	Panel Model
Percentage of 0 to 71 months old children	83.93*** Fixed Effect	8.56*** Random Effect	144.30	Fixed Effect
Net enrolment Rate of Kindergarten	3.65 Fixed Effect	6.44 *** Random Effect		Fixed Effect
Net Enrolment Rate of Elementary	9.09 Fixed Effect	29.66*** Random Effect		Fixed Effect
Net Enrolment Rate of Secondary	6.58 Fixed Effect	24.18 *** Random Effect		Fixed Effect
Infant Mortality	7.43 Fixed Effect	4.15 *** Random Effect		Fixed Effect
Percentage of Households with Access to Improved Safe Water	11.34 Fixed Effect	2.13 *** Random Effect	8.18 No Random Effect	Fixed Effect
Percentage of Households with Satisfactory Disposal of Solid Waste	21.09 ** Fixed Effect	2.37 *** Random Effect		Fixed Effect
Percentage of Households with Complete Basic Sanitation Facilities	21.09 Fixed Effect	6.36 *** Random Effect		Fixed Effect

Significant at * p < 0.05, ** p < 0.01, *** p < .001

Chapter 4. Data Analysis and Results

This section provides detailed presentation of the statistical analysis both descriptive and inferential to answer the hypothesis of the study. Descriptive statistics is presented to discuss measures of centrality and variation. The inferential statistics is also showed to evaluate the significant relationship of the variables used in the study.

4.1.Descriptive Statistics for Local Governance

The measures of local governance for this study were categorized into Financial Accountability, Disaster Preparedness, Social Protection, Business-Friendliness and Competitiveness and Environmental Management. The scores for each measure ranged from 0 to 100.

Financial Administration takes into account the compliance of the local government units to existing laws, administrative mechanisms, structures and processes to foster transparency and accountability on generating revenues, allocating and utilizing its financial resources. Mean 71.06 and standard deviation of 38.53.

Disaster preparedness takes into account the extent through which the local government units had institutionalized measures to anticipate and prepare for challenges posed by disasters. The mean for this indicator is 63.17 and the standard deviation is 39.38.

Social protection looks into the extent through which the local government units utilized its powers and resources to broaden the access to social services specially the marginalized and most vulnerable in the community. Mean is 67.14 and standard deviation is 37.07.

Peace and order measures the compliance of the local government units to existing standards and legal provisions to institutionalized structures and processes to protect the community from threats to life and security. Mean is 71.22 and standard deviation is 40.41.

Business-Friendliness and Competitiveness ascertain the capacity of the local government units to attract more businesses for investments and employment. Mean is 67.33 and standard deviation is 42.23.

Environmental management considers the ability of local government units to uphold the integrity of the environment within its territory. Mean is 71.77 and standard deviation 41.59.

The social welfare and development is sub-categorized into health and nutrition, education, and sanitation. The nutrition category is measured through the infant death rate per 1,000 livebirths and percentage of 0 -71 months pre-school age children with normal weight. The education category for the purpose of the study as measured through the net enrolment rates of kindergarten, elementary and secondary-aged children. The sanitation category is determined through the percentage of households with access to safe water, of households with sanitary toilets, and of households with complete basic sanitation. Of the 9 variables, only infant death rate is expected to be negatively correlated with the independent variables.

On measures of health and nutrition, only 919 local government units had complete data from 2014 to 2018 on the percentage of children 0 -71 months pre-school age children with normal weight. The mean 93.37% and standard deviation is 4.82%. The infant death rate per 1,000 live births showed mean of 7.86% and a standard deviation of 7.96%.

In looking into the education indicator, the mean of net enrolment rate for elementary-aged children from 2014 to 2018 is highest compared to that of the kindergarten and secondary-age children. For the net enrolment rate for kindergarten, mean is 82.30% and standard deviation is 16.82%. The mean and standard deviation for elementary-aged children are 102.91% and 15.92% respectively. For net enrolment rate for secondary-aged children, the mean is 84.81% while the standard deviation is 19.42%.

In terms of sanitation, the mean and standard deviation for the percentage of households with access to safe water were 90.99% and 18.42%

respectively. For the percentage of households with sanitary toilet, the mean is 086.54% and the standard deviation is 15.95%. The percentage of households with complete basic facilities has a mean of 72.32% and a standard deviation of 26.11%.

Table 3 Descriptive Statistics of Local Governance and Social Welfare and Development

Variable	N	Mean	Std Dev	Minimum	Maximum
Financial Accountability	1,714	71.06	38.53	0.00	100.00
Disaster Preparedness	1,714	63.17	39.38	-	100.00
Social Protection	1,714	67.14	37.07	-	100.00
Peace and Order	1,714	71.22	40.41	-	100.00
Business-Friendliness and Competitiveness	1,714	67.33	42.23	-	100.00
Environmental Management	1,714	71.77	41.59	-	100.00
Percentage of 0 -71 months pre-school age children with normal weight	919	93.37%	4.82%	62.97%	99.96%
Infant Mortality Rate	124	7.86%	7.96%	0.00%	101.60%
Net Enrolment Rate for Kindergarten	124	82.30%	16.82%	39.33%	228.74%
Net Enrolment Rate for Elementary-Aged Children	124	102.19%	15.92%	49.36%	241.74%
Net Enrolment Rate for Secondary-Aged Children	124	84.81%	19.42%	31.49%	199.33%
Percentage of households with access to safe water	124	90.99%	18.42%	0.00%	147.89%
Percentage of households with sanitary toilets	124	86.54%	15.95%	0.00%	181.71%
Percentage of households with complete basic sanitation	124	72.32%	26.11%	0.00%	142.15%

4.2. Inferential Statistics on the Correlation of Local Governance and Social Welfare and Development

To look at the measure of association for each sub-dimension of local governance and each measures of social welfare and development, the Pearson product moment correlation coefficient was used.

Table 4 shows the association of the sub-dimension of local governance on Financial Accountability, Disaster Preparedness, Social Protection, Peace and Order, Business-Friendliness and Competitiveness to the sub-indicators of social welfare and development on health and nutrition, education, and sanitation.

As shown, local financial accountability is positively correlated to percentage of children with normal weight. The strength of the correlation is mild at 0.089. Disaster preparedness is positively correlated to percentage of children with normal weight and net enrolment rate for kindergarten. This relationship is weak at 0.10.

Social protection is positively correlated on the percentage of children with normal weight, but negatively associated with net kindergarten rate. The relationship is weak at 0.12 and 0.11 respectively.

Business-friendliness and competitiveness is positively associated with measures of nutrition (percentage of children with normal weight), education (net enrolment rate for secondary-aged children) and sanitation (percentage of households with access to safe water, with sanitary toilets and with complete basic sanitation facilities. Of which, its correlations with percentage of households with sanitary toilets is the strongest at 0.21, followed by percentage of households with complete basic sanitation facilities. Its correlation with the rest of the dependent variables is relatively weak. The relationship with net enrolment rate for secondary-aged children is at 0.09, while for percentage of children with normal weight and percentage of households with access to safe water at 0.07.

Environmental management is positively associated with percentage of with percentage of children with normal weight at 0.11 and percentage of households with sanitary toilets.

Table 4 Pearson Correlation of Local Governance and Social Welfare and Development

	Nutrition	Education			Health	Sanitation		
	% of children with normal weight	Net Enrolment Rate for Kindergarten	Net Enrolment Rate for Elementary-Aged Children	Net Enrolment Rate for Secondary-Aged Children	Infant Mortality Rate	% of households with access to safe water	% of households with sanitary toilets	% of households with complete basic sanitation facilities
Log Financial Accountability	0.089 ***	0.006	0.028	0.005	0.127	-0.019	-0.018	0.011
Log Disaster Preparedness	0.103 ***	0.108 **	0.043	0.058	0.127	0.042	0.018	-0.011
Log Social Protection	0.121 ***	-0.110 **	-0.063	0.023	0.122	0.076	0.018	0.043
Log Peace and Order	0.001	0.0520	0.021	-0.005	0.128	0.016	0.055	0.012
Log Business-Friendliness and Competitiveness	0.056 ***	0.0101	-0.040	0.087 **	0.128	0.066 *	0.208 ***	0.171 ***
Log Environmental Management	0.107 ***	0.0065	-0.018	-0.018	0.130	0.049	0.134 ***	0.001

Significant at * $p < 0.05$, ** $p < 0.01$, *** $p < 0.001$

There are two categorical variables that were not included in the Pearson Correlation. These are tiers of administrative system and location based on geographical island.

4.3. Inferential Statistics on the Regression of Local Governance and Social Welfare and Development

This section provides presentation of the statistical analysis on the regression of local governance and social welfare and development

3.3.1. Local Governance and Nutrition

H1. The measure of local governance on Financial Accountability, Disaster Preparedness, Social Protection, Peace and Order, Business-Friendliness and Competitiveness and Environmental Management is significantly associated to nutrition and health indicators on percentage of 0 – to 71 months old children with normal weight and infant mortality rate.

Table 5 shows the regression analysis for local governance and health and nutrition.

Clearly, there is a significant relationship between measures of local governance and nutrition indicator specifically on percentage of children with normal weight. This is explained by the model by 72%. However, there is no significant relationship between local governance and health indicator on infant mortality rate. This relationship is explained by the model by 56%.

The table showed that Social Protection is positively related to nutrition outcomes. However, Disaster Preparedness, Peace and Order and Business-Friendliness and Competitiveness are negatively related to nutrition outcomes.

A percent of change in Social Protection, leads to increase of percent change of by 0.02. On the other hand, a percent change for Disaster Preparedness and Business-Friendliness and Competitiveness lead to percentage decrease to nutrition outcomes by 0.001. A percent change in Peace and Order contributes to percentage decrease of 0.02.

Table 5 Regression Analysis of Local Governance and Nutrition

Variables	Percentage of 0 to 71 months old children		Infant Death	
	Parameter Estimates	Standard Error	Parameter Estimates	Standard Error
log Financial Accountability	-0.0085	0.00336	-0.0180	0.20090
log Disaster Preparedness	-0.00513 **	0.00195	0.1518	0.12040
log Social Protection	0.0211 ***	0.00325	-0.1572	0.19740
log Peace and Order	-0.01980***	0.00283	-0.1678	0.18870
log Business-Friendliness and Competitiveness	-0.0066 ***	0.00211	0.0682	0.10720
log Environmental Management	0.0046	0.00306	-0.0562	0.14670
Constant	-0.0924 ***	0.01430	2.4598	1.43830
N	919		153	
F-Value	8.56 ***		4.15***	
R-Square	0.7206		0.5618	

3.3.2. *Local Governance and Education*

- H2. The measure of local governance on Financial Accountability, Disaster Preparedness, Social Protection, Peace and Order, Business-Friendliness and Competitiveness and Environmental Management is significantly associated to education indicators on net enrolment rate of kindergarten, elementary and high school.

Table 6 show the regression analysis on the association of local governance to education indicators on net enrollment rate for kindergarten, elementary-aged and secondary-aged children. The hypothesis is rejected as the change in measures of local governance is significantly related to the changes in education outcomes specifically on net enrolment rates for kindergarten, elementary-aged and secondary-aged children.

The hypothesis on the association of the independent variables of local government to education is accepted for Model 1. Net enrolment rate for kindergarten, elementary-aged and secondary-aged children is not affected by local governance. The variation in the observed values is explained by the regression by 12.85% for net enrolment rate for kindergarten, 90.72 % for net enrolment rate for elementary-age children and 11.84% for net enrolment rate for secondary-aged children. These findings can be generalized to local government units with a city charter. Data analysis was limited to cities since it is the only data available from the Department of Education.

The regression model of local governance and net enrolment rate for kindergarten is explained by 65%. It showed that a percent change for Disaster Preparedness results to percentage increase of net-enrolment rate for kindergarten by 0.01. This is significant at p-value of 0.01. On the other hand, Social Protection is negatively related. A percentage increase of social protection contributes to percent decrease of net-enrolment rate for kindergarten by 0.11. This is significant at p-value of 0.001.

The regression model of local governance and net-enrolment rate for elementary-aged children is explained by 89%. Business-friendliness and Competitiveness is negatively related to net-enrolment rate for elementary-aged children. An percent increase for Business-Friendliness and Competitiveness contributes to percent decrease of 0.05.

Finally, the regression model of local governance and net-enrolment rate for secondary-aged children is explained by 87%. Social Protection showed positively relation to net enrolment rate for secondary-aged children; while Disaster Preparedness, and Peace and Order is negatively related. For social protection, a percent change leads to percent increased by 0.09. This is significant at p-value of 0.001. However, for every percent change for Disaster Preparedness and Peace and Order, it contributes to decrease of 0.06 and .07 respectively.

Table 6 Regression Analysis of Local Governance and Education

Variables	Net Enrolment Rate for Kindergarten		Net Enrolment Rate for Elementary Aged Children		Net Enrolment Rate for Secondary-Aged Children	
	Parameter Estimates	Standard Error	Parameter Estimates	Standard Error	Parameter Estimates	Standard Error
log Financial Accountability	-0.0226	0.03890	-0.0048	0.01580	-0.0493	0.02790
log Disaster Preparedness	0.0652 **	0.02660	0.0091	0.01080	-0.05959 ***	0.01910
log Social Protection	-0.10778 ***	0.03320	-0.0022	0.01350	0.0926 ***	0.02380
log Peace and Order	0.0632	0.03970	0.0043	0.01610	-0.0683 **	0.02850
log Business-Friendliness and Competitiveness	0.0221	0.02420	-0.0451 ***	0.00981	-0.0085	0.01740
log Environmental Management	-0.0187	0.04110	-0.0002	0.01670	-0.0114	0.02950
Constant	-0.2041	0.05630	0.0458 *	0.02280	-0.1535 ***	0.04040
N	124		124		124	
F-Value	6.44 ***		29.66 ***		24.18 ***	
R-Square	0.6508		0.8913		0.8688	

⁺ The study limited its analysis to Junior High School. Senior High School started only in 2016.
Significant at * $p < 0.05$, ** $p < 0.01$, *** $p < 0.001$

3.3.3. *Local Governance and Sanitation*

- H4 The measure of local governance on Financial Accountability, Disaster Preparedness, Social Protection, Peace and Order, Business-Friendliness and Competitiveness and Environmental Management is significantly associated to sanitation indicators on percentage of households with access to safe water, with sanitary toilets, with satisfactory disposal of solid waste and with complete basic sanitation facilities

Table 7 presents the regression analysis for the measures of local governance on Financial Accountability, Disaster Preparedness, Social Protection, Peace and Order, Business-Friendliness and Competitiveness, and Environmental Management are associated with sanitation indicators specifically on percentage of households with access to safe water, with sanitary toilets, with satisfactory disposal of solid waste and with complete basic sanitation facilities.

The hypothesis is rejected as there is significant relationship between local governance and sanitation outcomes.

The regression model for local governance and percentage of households with access to safe water explains the relationship of the variables by 40.49%. Furthermore, it showed that Social Protection is positively related to the dependent variable. This means that for every percent change of Social Protection, it contributes to percentage increase of 0.32. This is significant at p-value of 0.001

Table 7 Regression Analysis of Local Governance and Sanitation

Variables	Percentage of Households with Access to Safe Water		Percentage of Households with Complete Basic Sanitation Facilities		Households with Sanitary Toilets	
	Parameter Estimates	Standard Error	Parameter Estimates	Standard Error	Parameter Estimates	Standard Error
log Financial Accountability	0.0834	0.10190	-0.0208	0.09220	0.0227	0.04500
log Disaster Preparedness	-0.0242	0.06080	-0.0898	0.05450	-0.0931 ***	0.02650
log Social Protection	0.32191 ***	0.09680	0.0668	0.08860	0.0901 *	0.04280
log Peace and Order	-0.1237	0.09220	0.1194	0.08360	-0.0143	0.04070
log Business-Friendliness and Competitiveness	0.0755	0.05170	0.0973 *	0.04720	0.0136	0.02290
log Environmental Management	0.0567	0.07350	0.1034	0.06680	-0.0372	0.03230
Constant	-0.0183	0.15260	-0.26232 *	0.13810	-0.2034 **	0.06740
N	170.0000		170.0000		170.0000	
F-Value	2.13 ***		6.36 ***		3.1800	
R-Square	0.4049		0.6791		0.5003	

*Significant at * $p < 0.05$, ** $p < 0.01$, *** $p < 0.001$*

3.3.4. Discussion

Consistent with the normative principles of decentralization, the transfer of powers, resources and authority to the local government units by virtue of the Republic Act No. 7160, also known as the Local Government Code of the Philippines, propels the attainment of social welfare and development outcomes. The local autonomy facilitates the better understanding of the dynamism and unique contexts and demands of its citizens, and the development of innovative and appropriate policy interventions. The link between local governance and development is anticipated since local politicians and bureaucrats are given discretion on prioritization of agenda, development of plans and programs and allocation of resources in the attainment of developmental goals. The prudent exercise of powers and responsibilities of the local government units, as aligned to the precepts of local governance, propels the attainment of increased development goals and contribute further to balanced regional growth which often harder for the national government to carry out within centralization.

Local governance entails the proliferation of local autonomy to institutionalize and pursue strategies and innovations that yield efficiency gains and boost social welfare and development. However, the quality of the local governance yielding to empirical results remain at the balance.

Within the Philippine context, the institutional maturity for local governance remains a continuous challenge. The study had looked into the institutional compliance to existing laws, administrative mechanisms, structures and processes to foster transparency and accountability on generating revenues and utilizing its financial resources; to prepare for challenges posed by disasters; to broaden access to social services especially the marginalized and most vulnerable in the community; to protect the community from the threats to life and security; to attract more business for investments and employment; and uphold the integrity of the environment.

The study showed that the aspects of Environmental Management, Financial Accountability and Peace and Order garnered the highest mean from 2014 to 2018. This means that the local government units had ramped up its priorities, resource allocation and implementation towards strengthening solid-waste management, improving its fiscal discipline and transparency, and attaining harmonious and safe environment. They had been responsive in following national standards and directives in improving its performance and in responding to the needs of the people. However, there seems to be further necessity for the local governance to address its technical needs and gaps, human capacities, infrastructures, facilities among others to be more responsive in the aspects of Disaster Preparedness, Social Protection and Business-Friendliness and Competitiveness. Existing gaps and challenges must be continuously addressed to ensure quality local governance.

Financial Accountability reflects the commitment of the local governance in prudent and sound fiscal management. It ensures the public resources are efficiently and effectively utilized. With increased public disclosure, it is expected that decision-makers and implementers are more conscientious of aligning their expenditures to social welfare and development outcomes. The study has revealed that financial accountability does not relate to the changes to social welfare and development outcomes. This findings did not align to the findings in Nigeria where it found positive significant relationship between transparency in local government finance and performance and health care services (Agwor & Akani, 2017) ; and the findings in Indonesia where public spending relates to performances in the field of education, health and sanitation (Wardhani, Rossieta, & Martani, 2017).

Local governance, within the context of disaster preparedness, demonstrates establishment of structures and manpower complement to increase the capacities of the local government units in anticipating and responding to disasters. It ensures there are plans developed and funds set-aside for immediate utilization. In the Philippine context, the improvement of capacities of local governance for disaster preparedness showed positive relationship with net-

enrolment rate for kindergarten, but negative relationship with nutrition and net-enrolment rate for secondary school.

Social protection is at the core of the devolved functions of the local government units. Local governance requires that existing mechanisms and structures within the local government units are indeed providing better access for social services to improve the welfare of the local citizens. The study showed that social protection is positively related to nutrition, net-enrolment rate of secondary-aged children. However, social protection is negatively correlated to net-enrolment rate for secondary-aged children and percentage of households with access to water. The positive relationship of social protection to nutrition reveals the prevalent practice of local government units in providing meals and/ or snacks kindergarten and the intensified efforts for regular monitoring of the weight of children for immediate medical and health interventions contributes to the improved nutrition outcomes. Furthermore, the results on the link of social protection to percentage of households with access to water shows the commitment of the local government units in increasing resource allocation to expand sanitation services at the local government units. It portrays an empirical evidence on the success of both the national and local government in enhancing local capacities to attain sanitation outcomes. The positive relationship of social protection to net enrolment rate for secondary-aged children, however, negative for kindergarten. This diverging results showed the lack of consistency of social protection measures to generate positive outcomes for education. Perhaps, existing incentives or interventions at the local government units to compel the local governments in urging its citizens to bring their children to school at a very young age are not sufficient. It demonstrates that the local government units, together with the Department of Education, employs various strategies and incentives to ensure existing enrolment of secondary-aged children remain high, and necessary interventions are employed to keep them school. This study showed that empirically, local governance is more likely to keep students to school up to secondary level; however having difficulties in bringing children to school at a very young age. Issues confronting the enrolment of kindergarten must be given consideration

especially in light of social protection as children requires formal education upon reaching the age of 5.

Peace and Order takes into account the capacities of the local government to protect the community from threat to life and security. It entails the local police and other law enforcement entities utilize its resources to attain public order and public safety, drug-free community, among others. The study showed that Peace and Order had negative relationship with outcomes on nutrition and education, specifically on net enrolment rate for education. This seemingly negative relationship cannot be further explained, thus a qualitative study may be undertaken to further shed light on the matter.

Business-Friendliness and Competitiveness shows the efforts of the local government units to enhance its capacities and infrastructures to be more economically competitive and generate more investments and resources. The diverging paths of economic and social development is clearly shown in the study as it showed negative link of local governance to nutrition outcomes and net enrolment rate for secondary-aged children. As mechanisms are established to improve the economic well-being of the local government units, it demonstrates opposite direction for nutrition and education outcomes, specifically for elementary-aged children. As efforts are undertaken to improve the local economy, it displaces children from school to take on employment opportunities for the financial augmentation of the needs of the families. On the other hand, the study revealed improvement on aspects of business-friendliness and competitiveness contributes to the increased percentage of households with complete basic sanitation facilities.

Environmental management within the local government units, showed no significant relationship at all to the social welfare and development outcomes.

The findings of the research generally aligned with Adriano (2014) that local governance, valuing the fundamentals of good governance does not affect social development and environmental development. Furthermore, it concluded that there is no relationship between the quality of governance and state of local development in select local government in the Philippines. This is

supported by Goldsmith (2007); Holmberg et al. (2009); Painter (2012); Record (2005), who suggested that there is no correlation between good governance and development since there are many other factors affecting the development.

Chapter 5. Conclusion

This chapter presents the conclusion of this research. It summarizes major findings and provides policy recommendations in response to the results of the research. Several limitations of the study and future considerations also added for further reference.

5.1.Conclusion

Inevitably, local governance is a necessity for the prospective of better outcomes on social welfare and development outcomes on nutrition, health, education and sanitation. This study provided empirical evidences that measures of local governance on disaster preparedness is positively related to net enrolment rate for kindergarten, but negatively related to nutrition and net enrolment rate for secondary aged children. The measures of local governance on social protection is positively related to nutrition, net enrolment rate for secondary-aged children and percentage of household with access to safe water but negatively associated with net enrolment rare of kindergarten. The measure of local governance on peace and order is negatively affected on nutrition and net enrolment rare for secondary-aged children. The measure of local governance on business-friendliness and competitiveness is positively associated with net enrolment rate for elementary-aged children, percentage of households with complete basic sanitation facilities but negatively associated with nutrition. Measures of local governance on financial accountability and environmental management showed no significant relationship with social welfare and development outcomes.

5.2. Policy Implications

In the Philippines, this study empirically provided that there is inadequacy on the institutional maturity towards attaining better social welfare and development outcomes. While association was observed, but this is not robust and comprehensive to support that social welfare and development do actually matter at the local government units. It requires systematic and logical political and administrative reforms that correspond to the variation of the cultural, institutional and social differences among the various local government units.

The national government agencies exercise steering functions through policy direction, technical assistance and resource augmentation. It requires that each national government agency with a mandate for each aspect of social welfare and development to exert efforts to consolidate a realistic and accurate situation of each local government unit as to the actual performance for social outcomes, the existing absorptive capacities and resources, among others. When there is a baseline information of the level of performance of each local government unit and their existing capacities, it allows them to create, design and develop custom-fitted technical assistance development plans that are contributing to the political and administrative reforms. While various efforts are being undertaken, it is often worth contemplating if these policy and program interventions fit in to the predicaments of the local government units and indeed contribute to tangible results and transformations. The accurate depiction of the local government units will become a monitoring and evaluation tool for the national government agency to track the development and growth of the local government units. Corollary to this, much thought must be exerted on which metrics of the local governance performance, not only at the output, but more importantly at the outcome level must be utilized in assessing their capacities and challenges. The existing tool of the Department of Interior and Local Government (DILG), which this study utilized for its data analysis, is replete of indicators focusing on delivering outputs only. It is important, that within the performance governance system, that the local

governance must also include social outcome indicators. As this will be integrated into the tool, it brings a significant push for delivery of social outcomes as a priority agenda at the local levels. Local government units must not only be provided incentives for complying to output level performance, but more indispensably for delivering concrete results. Furthermore, within the performance governance system context as well, the incentives provided to national government agencies must be based on their abilities on concretely addressing the gaps of the local government units as metrics for assessment.

The lack of association showed the inadequacies of robust and systematic targeting, and monitoring system to properly identify issues and concerns pertaining to social welfare and development. Local political and administrative decisions on social welfare are usually arbitrary. In the absence of evidence-based targeting system, allocation of resources for social welfare remains to be subjective, political and arbitrary. It will always favor the interest of those who have access to information and those who had access to the policy-makers and/ or decision-makers.

The lack of targeting system on social welfare indicators would always make social welfare activities find only meaning and value at the output level, but failing to contribute to real social changes. This targeting system entails the investments of the local government to capturing socio-economic indicators of the households, preferably electronically.

While there is an existing social registry instituted by the Department of Social Welfare and Development, this is only limited to certain demography of the population. The social registry must be expanded and within the operations and accountability functions of the local government. The establishment of a digital database of the socio-economic indicators of the households must be in collaboration with the national government for policy advice, technical assistance, capacity building and more importantly resource allocation. This database must not be static, but it must continuously update as the circumstances of the people improve through time. This information system becomes basis for objective policy planning, resource allocation and accurate

identification of beneficiaries of social welfare services in the long run. Efforts towards results-based social welfare and development interventions won't have significant impact if no fundamental improvements on local governance on targeting/planning.

The existing devolution legislation of the Philippines still makes the institutionalization of social welfare development office as optional for local government units. The lack of legislative support affects the perception of local government on the necessity for the functionality of a local social welfare development office which serves as the primary administrative arm of the local executive in designing plans and policies, and carrying out quality, responsive and relevant social interventions to the public. The institutionalization of the social welfare as mandatory within the organizational structure creates a clear impression of its normative indispensability in promoting and protecting the welfare of the people. Resource allocation and strategic planning for social welfare and development results become a necessity since there is a law that mandates its imperativeness. Furthermore, the legislation must prescribe the requirement of hiring registered social worker for a certain number of population. These social workers are tasked to monitor and coordinate the social welfare and development needs of the citizens, and monitor its progress through time. With more social workers, it strengthens the capacity of the local government units for social welfare services delivery. The professional training of these social workers will help map down a well-grounded and community-responsive policy interventions. The 'helping process' of the profession will strengthen the convergence of social services to the most vulnerable and disadvantaged within the community.

Local governance is an effective entry point in improving the nutritional status of the local residents. It creates an enabling environment in which public accountability for reducing malnutrition can be built and investment in nutrition interventions is more likely. The existing supplementary feeding program on kindergarten-aged children for each village areas within the local government units must be strengthened coupled with the regular

monitoring of the village health workers on the weight of the children. Through this governance effort, the nutritional outcome is continuously strengthened and more importantly, increase the long-term health and cognition of children.

Access to safe water, sanitation and hygiene remains crucial on the service delivery of the local government units. While there are existing policy interventions to bridge the gaps, it remains clear that good governance must be further strengthened within the local government to indeed contribute to sanitation outcomes for scalability and sustainability. Governance issues including limited managerial capacity, poor financial resource administration, and weak institutions, remain as barriers in maximizing the capacities to deliver sustainable results at scale. Local government must have an intentional focus on sustainable outcomes within an accountability framework. Considering the proximity of the local government to the citizens, efforts on changing behavior and social norms to improve hygiene and sanitation practices is essential to making and sustaining progress. It requires that both the local health sector and the local education must strengthen their efforts in advocating sanitation at the communities and schools respectively. Social planning and interventions must be focused on the most vulnerable and disadvantaged as priority considering the limited financial absorptive capacities of the local government. This requires the strengthened commitment of the national government agencies to provide capacity building, technical assistance and resource mobilization to strengthen the technical expertise, absorptive capacities and accountability of the local governments.

The findings of this study may be further strengthened on investigating closely on the quality and impact of the participation of citizens to governance. It is noteworthy to have a look into the maturity of the electorate on matter of public administration and governance. While access to existing structures and mechanisms is in place such as election, consultation among others, its efficacy seems amiss. The lack of association between Voice and Accountability may perhaps account to the existing cultural norms of passiveness, where they are merely recipients rather than openly advocating for their needs and demands.

There is a necessity for the political maturity of the Filipinos to evolve towards meaningful participation where they can exert extreme pressures to the local government to respond to their social welfare. Furthermore, they can strengthen their voices by organizing themselves to support and oppose explicitly their social needs.

5.3.Limitation of Study and Recommendation for Future Studies

Though the study is completed, it is far from perfection. There are few considerations regarding the study which also could be referred to by fellow researchers in conducting similar research. The consistent negative correlation of Rule of Law and Regulatory Quality to social welfare and development can be further investigated to shed light on the empirical contradictions observed within the Philippine context. Furthermore, other aspects of social welfare and development such as income, employment, social security membership, housing and other living conditions and peace and order must be looked into to make its association to local governance to be more holistic and comprehensive.

The first limitation of the study is the measurement error in all governance indicators. This must be explicitly considered to draw conclusions about differences or trends in governance over time (Kaufmann & Kraay, 2008).

The second limitation rests on the varying degrees of accurateness and completeness of the reporting of social welfare and health indicators of the national government agencies.

The third limitation is the consideration of lag effect. The measures of social welfare and development are observed as significant from year to year. It recognizes that the policy interventions and tools of local governments may not necessarily yield immediate effect on social welfare and development outcomes within the year of implementation, thus lag effect may be integrated in the regression model in the future.

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필리핀의 로컬 거버넌스, 사회복지, 그리고 발전

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글로벌행정전공

로컬 거버넌스는 지방분권적 권력 및 권한을 행사하는 지방 정부의 권한을 포함한다. 이는 지역발전을 촉진하고, 시민에게 복합적이고 효과적인 서비스를 제공하는 방향으로 지역 행정 서비스를 강화한다. 본 연구는 패널 회귀분석을 통하여 지역 거버넌스와 사회복지, 그리고 발전 간의 관계를 설명하고자 한다. 로컬 거버넌스의 발전은 건강 및 영양 상태, 위생상태를 개선할 수 있으며 학령 아동의 어린이들의 순 취학률을 높일 수 있다.

본 연구는 재난 대비 로컬 거버넌스는 유치원 순 취학률과 긍정적인 관계가 있으나 중등 연령의 순 취학률과는 부정적인 관련성이 있는 것으로 나타났다. 사회 보호와 관련된 지방정부의 노력은 영양, 중등 연령의 순 취학률, 안전한 물을 이용할 수 있는 가구 비율과 긍정적인 연관성이 있는 것으로 나타났으나 유치원 순 취학률과는 부정적으로 관련되어 있는 것으로 나타났다. 평화와 질서에 대한 지방정부의 조치는 중등 연령의 영양, 순 취학률에 부정적인 영향을 거의 미치지 않는 것으로 나타났다. 기업 친화성 및 경쟁력에 대한 로컬 거버넌스는 초등 연령의 순 취학률, 기초 위생환경시설을 갖추고 있는 가구의 비율과

긍정적인 관련성이 있는 것으로 나타났으나 영양과는 부정적인 관계가 있는 것으로 나타났다. 재무적 책무성과 환경 관리에 대한 로컬 거버넌스는 사회복지와 발전과 통계적으로 유의미한 관계가 없는 것으로 나타났다.

통계적 관련성이 있는 것으로 나타났으나 지방 정부 수준의 사회복지와 발전 측면의 결과에 대한 강건성을 논하고 일반화하는 것은 쉽지 않다. 이는 지방정부 간 문화적, 제도적, 사회적 차이를 고려하는 체계적, 논리적이고 정치적이고 행정적인 개혁이 필요함을 의미한다. 중앙 정부는 정책 방향, 기술적 지원, 자원 확대 등을 지속적으로 제공해야 된다. 그리고 지방정부의 성과 측정은 반드시 성과물에 근거해야 한다. 사회복지와 발전 서비스 제공을 위하여 인구-지역적 목표 체계로의 전환을 도모할 필요성이 있다. 그리고 기존의 지방이양법을 개정하여 지역 사회복지 발전사무소를 조직 내 설치하는 것을 의무사항으로 해야 된다. 끝으로 기존의 수동적인 규범이 거버넌스의 참여를 도모하기 위한 정치적 성숙을 위하여 진화해야 된다.

주제어: 지역 거버넌스, 사회복지와 발전, 재무적 책무성, 재난 준비, 사회보장, 기업 친화성과 경쟁력, 환경 관리, 영양, 건강, 교육, 위생

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