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# JOINT CIVILIAN- PNP PUBLIC SERVICE TO LEANING TOWARDS PUBLIC SERVICE DELIVERY IN GEOGRAPHICAL ISOLATED AND DISADVANTAGE AREAS: JOINT CIVILIAN- PNP PERSPECTIVE

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## ABSTRACT

This study evaluated joint civilian–Philippine National Police (PNP) public service delivery in geographically isolated and disadvantaged areas (GIDAs) of Surigao del Norte, Philippines, during Calendar Year 2026, as a basis for developing the Integrated Convergence Framework (ICF). Employing a descriptive-evaluative and comparative research design supplemented by qualitative data, the study involved 85 purposively selected respondents from Socorro (n = 43) and Malimono (n = 42), comprising 35 law enforcement personnel, 35 civilian governance representatives, and 15 community stakeholders. Data were analyzed using descriptive statistics and one-way analysis of variance (ANOVA) at the 0.05 significance level. Findings revealed that overall public service delivery was moderately efficient (M = 3.16). Among the three operational tiers, frontline execution and security operations obtained the highest mean (M = 3.27), followed by grassroots access and public trust (M = 3.11) and macro-level governance and crisis mobilization (M = 3.10). Security escorts demonstrated the highest operational efficiency (M = 4.28), while citizen feedback mechanisms (M = 1.84), digital communication infrastructure (M = 2.18), and formal cost-sharing arrangements (M = 2.32) showed notable deficiencies. Significant differences were reported among stakeholder assessments (F = 7.232, p = .0013), with community stakeholders consistently providing the lowest ratings. Extreme weather and impassable terrain (M = 4.62), telecommunication disruptions (M = 4.48), and financial and procurement constraints (M = 4.31) emerged as the most critical challenges. Based on these findings,

the ICF was developed with a 10-point implementation matrix addressing interagency coordination, communication infrastructure, resource sharing, logistical support, and community participation. The study concluded that strengthening institutional collaboration and community-responsive governance was essential to improving the accessibility, efficiency, and continuity of public services in geographically isolated communities.

**Keywords:** *Public Administration, Joint Civilian-PNP Public Service Delivery, Collaborative Governance, Operational Efficiency, Integrated Convergence Framework, Surigao del Norte*

## INTRODUCTION

The delivery of accessible, efficient, and sustainable public services remains a significant challenge in Geographically Isolated and Disadvantaged Areas (GIDAs) in the Philippines. Communities situated in remote and underserved locations frequently experience limited access to essential government services, inadequate infrastructure, socioeconomic vulnerabilities, and security-related concerns. These conditions emphasize the importance of coordinated governance mechanisms that integrate public safety, community participation, and socioeconomic development. In Surigao del Norte, geographical isolation and resource limitations present operational challenges that require stronger collaboration among local government units (LGUs), the Philippine National Police (PNP), and community stakeholders to ensure responsive and inclusive public service delivery.

Addressing these challenges requires an approach that extends beyond conventional institutional responsibilities. Although LGUs are primarily responsible for providing basic social and development services, geographical barriers, insufficient resources, and logistical constraints may limit their operational reach. Similarly, the PNP performs essential functions in maintaining peace and order, protecting communities, and supporting public safety initiatives. The integration of civilian governance and law enforcement operations therefore provides opportunities to strengthen institutional coordination, mobilize available resources, and improve government responsiveness in underserved communities. Initiatives such as the Revitalized Pulis sa Barangay (R-PSB) reflect this collaborative approach by promoting community engagement, identifying local concerns, and facilitating coordination between police personnel, civilian authorities, and residents.

The importance of institutional collaboration is supported by the Collaborative Governance Model of Ansell and Gash (2008), which emphasizes collective decision-making, stakeholder participation, trust-building, and shared institutional commitment in addressing complex public concerns. The model suggests that effective governance depends on the capacity of participating institutions to establish common objectives, maintain communication, and coordinate their respective responsibilities. In geographically isolated communities, these principles provide a foundation for examining

how civilian authorities and law enforcement agencies collaborate in formulating policies, mobilizing resources, and implementing public service programs. However, differences in organizational priorities, operational procedures, and institutional capacities may hinder the effectiveness and sustainability of collaborative initiatives.

Complementing this perspective, Putnam's (2000) Social Capital Theory highlights the importance of social networks, reciprocal relationships, and institutional trust in promoting collective action. Community cooperation becomes particularly relevant in isolated areas where limited government presence may require residents to depend on local relationships and informal support systems. Strengthening connections among government institutions, police personnel, and community stakeholders can encourage participation, improve communication, and promote confidence in public service institutions. Similarly, Ostrom's (1996) Co-Production Theory emphasizes that citizens are not merely recipients of public services but active contributors to their planning, implementation, and improvement. These theoretical perspectives collectively establish that sustainable service delivery requires not only institutional coordination but also meaningful grassroots participation and shared accountability.

The integration of civilian governance and police operations is further supported by existing legal and policy frameworks. The 1987 Philippine Constitution recognizes the government's responsibility to serve and protect the people, maintain peace and order, and promote the general welfare. Republic Act No. 7160, or the Local Government Code of 1991, establishes the responsibilities of LGUs in providing essential public services, while Republic Act No. 6975, as amended by Republic Act No. 8551, defines the PNP's role as a community- and service-oriented law enforcement institution. Furthermore, Executive Order No. 70, Series of 2018, institutionalizes the Whole-of-Nation Approach to achieving inclusive and sustainable peace through coordinated government interventions. These provisions complement Sustainable Development Goal 16, which emphasizes peaceful and inclusive societies, access to justice, and effective and accountable institutions.

Despite these institutional and policy foundations, the implementation of joint civilian-PNP public service delivery may encounter operational, environmental, and structural difficulties. Fragmented institutional responsibilities, limited logistical resources, inadequate communication mechanisms, geographical barriers, and varying levels of community trust can affect the continuity and effectiveness of collaborative initiatives. Moreover, differences in the experiences and assessments of law enforcement personnel, civilian government officials, and community stakeholders may reveal gaps between institutional planning, frontline implementation, and actual community access to services. Understanding these perspectives is essential in identifying areas requiring institutional improvement and operational coordination.

While collaborative governance, community-oriented policing, and citizen participation provide established foundations for public service delivery, the specific integration of these mechanisms across different administrative and operational levels in isolated communities requires further examination. In particular, evaluating joint civilian-

PNP initiatives from the perspectives of law enforcement personnel, LGU representatives, and community stakeholders can provide a more comprehensive understanding of institutional performance and service delivery challenges. Examining macro-level governance and policy strategies, intermediate-level program execution and security operations, and micro-level grassroots access, public trust, and cultural integration offers a multidimensional basis for identifying strengths, limitations, and opportunities for institutional convergence.

Hence, the present study evaluated joint civilian-PNP public service delivery in geographically isolated communities of Surigao del Norte during Calendar Year 2026. Specifically, it examined the demographic and professional profiles of law enforcement personnel, civilian governance representatives, and community stakeholders; assessed public service delivery across three hierarchical dimensions; determined significant differences in the assessments of the respondent groups; and identified critical operational, environmental, and structural challenges affecting collaborative implementation. Based on the findings, the study sought to develop an institutional operationalization matrix to refine and support the implementation of the Integrated Convergence Framework (ICF). The proposed framework was intended to strengthen interagency coordination, clarify institutional responsibilities, improve resource mobilization, and promote sustainable, community-responsive public service delivery in geographically isolated and disadvantaged areas.

**Research Questions**

This research evaluated the Joint Civilian-PNP Public Service Delivery in Isolated Communities of Surigao del Norte during the Calendar Year 2026. towards Integrated Convergence Framework.

Specifically, it sought answers to the following questions:

1.What is the demographic and professional profile of the respondent groups in terms of:
- 1.1 Law Enforcement (PNP):
  - 1.1.1 age,
  - 1.1.2 rank,
  - 1.1.3 number of years in active service, and
  - 1.1.4 length of deployment in isolated/GIDA assignments;
- 1.2 Civilian Governance (LGU):
  - 1.2.1 age,
  - 1.2.2 gender,
  - 1.2.3 current position/designation, and
  - 1.2.4 length of service in local governance;
- 1.3 Community Stakeholders:
  - 1.3.1 age,
  - 1.3.2 gender,
  - 1.3.3 sector represented, and
  - 1.3.4 length of residency in the isolated community?

2. How do the respondents evaluate the status of joint civilian-PNP public service delivery in isolated communities across the following hierarchical dimensions (from highest operational tier to lowest frontline impact layer):
   2.1 Tier 1: Macro-Level Governance, Policy Strategy, and Crisis Mobilization;
   2.2 Tier 2: Intermediate-Level Frontline Program Execution and Security Operations;
   2.3 Tier 3: Micro-Level Grassroots Access, Public Trust, and Cultural Integration?
3. Is there a significant difference in the assessments provided by the three respondent categories (Law Enforcement, Civilian Governance, and Community Stakeholders) regarding the execution of these public service delivery dimensions?
4. What critical operational, environmental, and structural challenges are encountered by the stakeholders in executing joint public service delivery?
5. Based on the findings of the study, what institutional operationalization matrix can be proposed to refine and fully implement the Integrated Convergence Framework (ICF)?

## METHODOLOGY

### Research Design

The study employed a descriptive-evaluative and comparative research design, supplemented by qualitative data, to assess joint civilian-PNP public service delivery in geographically isolated and disadvantaged communities of Surigao del Norte. The descriptive-evaluative component examined the demographic and professional profiles of the respondents and assessed the operational efficiency of public service delivery across three hierarchical dimensions: macro-level governance, policy strategy, and crisis mobilization; intermediate-level frontline program execution and security operations; and micro-level grassroots access, public trust, and cultural integration. The comparative component examined differences in the assessments of law enforcement personnel, civilian governance representatives, and community stakeholders. The qualitative component explored operational, environmental, and structural challenges affecting collaborative service delivery through key informant interviews and focus group discussions. The integration of quantitative and qualitative findings provided the empirical basis for developing the proposed Integrated Convergence Framework (ICF) and its institutional operationalization matrix.

### Research Environment

The study was conducted in two geographically isolated and disadvantaged communities in Surigao del Norte, Philippines: Barangay Pamosaingan in the Municipality of Socorro and Barangay Binoni in the Municipality of Malimono. Barangay Pamosaingan represented a maritime environment characterized by limited sea transportation and weather-related accessibility challenges, while Barangay Binoni represented a mountainous environment with steep terrain, unpaved roads, and landslide-prone routes. These locations provided contrasting geographical settings for evaluating joint civilian-PNP public service delivery, institutional coordination, and operational challenges,

serving as the basis for developing the proposed Integrated Convergence Framework (ICF).

## Research Participants

The study involved 85 purposively selected respondents from two geographically isolated communities in Surigao del Norte, comprising 43 participants from Barangay Pamosaingan, Socorro, and 42 from Barangay Binoni, Malimono. The respondents included 35 Philippine National Police (PNP) personnel (41.18%), 35 local government unit (LGU) representatives (41.18%), and 15 community stakeholders (17.64%). Their participation provided diverse perspectives on joint civilian-PNP public service delivery, institutional coordination, and operational challenges in maritime and mountainous communities.

**Table 1**
**Distribution of Respondents Across Research Environments**

| Stakeholder Category | Island Environment (Socorro: Brgy. Pamosaingan) | Mountain Environment (Malimono: Brgy. Binoni) | Combined Frequency (f) | Combined Percentage (%) |
|---|---|---|---|---|
| Law Enforcement (PNP) | 18 | 17 | 35 | 41.18 |
| Civilian Governance (LGU) | 17 | 18 | 35 | 41.18 |
| Community Stakeholders | 8 | 7 | 15 | 17.64 |
| Total | 43 | 42 | 85 | 100.00 |

Table 1 presents the distribution of 85 respondents across two research environments in Surigao del Norte, with 43 (50.59%) from Socorro and 42 (49.41%) from Malimono. The respondents comprised 35 law enforcement personnel (41.18%), 35 civilian governance representatives (41.18%), and 15 community stakeholders (17.64%). The nearly equal distribution across the two locations provided representation from both maritime and mountainous communities, allowing the study to capture diverse perspectives on joint civilian-PNP public service delivery and the operational challenges encountered in geographically isolated areas.

## Research Instruments

The study utilized a modified-adapted survey questionnaire based on the Collaborative Governance Model of Ansell and Gash (2008) and the Co-Production Theory of Ostrom (1996). The instrument consisted of three parts: Part I gathered the demographic and professional profiles of respondents; Part II assessed joint civilian-PNP public service delivery across three operational tiers; and Part III identified operational, environmental, and structural challenges. A semi-structured interview guide was also used for key informant interviews and focus group discussions.

A five-point Likert scale was employed to interpret the respondents' assessments of service delivery efficiency and the severity of challenges encountered, as presented below.

**Table 2**
**Scoring Scale for Public Service Delivery Efficiency**

| Rating | Mean Range | Verbal Interpretation |
|---|---|---|
| 5 | 4.20–5.00 | Highly Efficient |
| 4 | 3.40–4.19 | Efficient |
| 3 | 2.60–3.39 | Moderately Efficient |
| 2 | 1.80–2.59 | Inefficient |
| 1 | 1.00–1.79 | Highly Inefficient |

**Table 3**
**Scoring Scale for Challenges Encountered**

| Rating | Mean Range | Verbal Interpretation |
|---|---|---|
| 5 | 4.20–5.00 | Critical Challenge |
| 4 | 3.40–4.19 | Major Challenge |
| 3 | 2.60–3.39 | Moderate Challenge |
| 2 | 1.80–2.59 | Minor Challenge |
| 1 | 1.00–1.79 | Not a Challenge |

These scoring scales provided the basis for interpreting respondents' evaluations and identifying priority areas for improvement under the proposed Integrated Convergence Framework (ICF).

## Research Procedure

The researchers secured formal approval from the local government units of Socorro and Malimono, the Police Regional Office, and the concerned barangay authorities before conducting the study. Coordination with local representatives facilitated data collection while considering geographical accessibility and weather conditions. Informed consent was obtained from all participants, ensuring voluntary participation, confidentiality, and compliance with the Data Privacy Act of 2012. Survey questionnaires were administered to 85 respondents, supplemented by key informant interviews and focus group discussions with selected community leaders and police personnel. The collected data were subsequently organized, coded, and prepared for statistical and qualitative analysis.

## Data Analysis

The collected data were analyzed using descriptive and inferential statistics. Frequency counts and percentages were used to describe the demographic and professional profiles of the respondents, while weighted means and standard deviations were employed to assess the operational efficiency of joint civilian-PNP public service delivery and the challenges encountered. One-Way Analysis of Variance (ANOVA) was used to determine significant differences in the assessments of law enforcement personnel, civilian governance representatives, and community stakeholders at a 0.05

level of significance. Qualitative data from key informant interviews and focus group discussions were analyzed thematically to identify recurring operational, environmental, and structural challenges. The findings served as the basis for developing the proposed Integrated Convergence Framework (ICF).

## RESULTS

This section presents the findings on joint civilian-PNP public service delivery in geographically isolated and disadvantaged communities of Surigao del Norte. Data from 85 respondents were analyzed to determine their demographic and professional profiles, assess operational efficiency across three service delivery tiers, examine significant differences among stakeholder groups, and identify critical challenges. The findings served as the basis for developing the proposed Integrated Convergence Framework (ICF).

**Table 4**
**Age Distribution of Law Enforcement (PNP) Respondents**

| Age Bracket | Frequency (f) | Percentage (%) |
|---|---|---|
| 21–29 years old | 8 | 22.86 |
| 30–39 years old | 16 | 45.71 |
| 40–49 years old | 9 | 25.71 |
| 50 years old and above | 2 | 5.72 |
| Total | 35 | 100.00 |

Table 4 shows that most PNP respondents were aged 30–39 years (45.71%), followed by those aged 40–49 years (25.71%), indicating that the majority belonged to the middle-adult age groups. This finding is relevant to Francisco et al. (2020), who identified age, education, professional history, and organizational factors as contributors to police performance in the Philippine National Police. Their study highlights the importance of considering demographic characteristics when examining personnel effectiveness, although age distribution alone does not establish operational competence.

**Table 5**
**Rank Distribution of Law Enforcement (PNP) Respondents**

| Rank Classification | Frequency (f) | Percentage (%) |
|---|---|---|
| Patrolman/Patrolwoman to Police Corporal | 11 | 31.43 |
| Police Staff Sergeant to Police Master Sergeant | 15 | 42.86 |
| Police Senior Master Sergeant to Police Executive Master Sergeant | 6 | 17.14 |
| Police Commissioned Officers (Lieutenant to Captain) | 3 | 8.57 |
| Total | 35 | 100.00 |

Table 5 reveals that most PNP respondents held non-commissioned officer ranks, particularly Police Staff Sergeant to Police Master Sergeant (42.86%), followed by Patrolman/Patrolwoman to Police Corporal (31.43%). This distribution indicates greater

representation of frontline and supervisory personnel than commissioned officers. The finding is relevant to Willis (2013), who emphasized the important role of first-line police supervisors in operational decision-making and implementing community policing strategies. Their representation in the study provided perspectives on frontline coordination and public service delivery in geographically isolated communities.

**Table 6**
**Distribution of Law Enforcement (PNP) Respondents According to Years in Active Service**

| Years in Active Service | Frequency (f) | Percentage (%) |
|---|---|---|
| 1–5 years | 7 | 20.00 |
| 6–10 years | 14 | 40.00 |
| 11–15 years | 9 | 25.71 |
| 16 years and above | 5 | 14.29 |
| Total | 35 | 100.00 |

Table 6 reveals that most PNP respondents had served for 6–10 years (40.00%), followed by those with 11–15 years (25.71%), indicating that 80.00% had completed at least six years of active service. This suggests that the majority possessed substantial professional exposure relevant to assessing joint civilian-PNP public service delivery. Somers (2023) emphasized that police experience develops through accumulated assignments and operational responsibilities, although length of service alone does not fully capture professional expertise.

**Table 7**
**Length of Deployment in Isolated/GIDA Assignments of Law Enforcement Respondents**

| Duration of GIDA Deployment | Frequency (f) | Percentage (%) |
|---|---|---|
| Less than 1 year | 6 | 17.14 |
| 1–2 years | 18 | 51.43 |
| 3–4 years | 8 | 22.86 |
| 5 years and above | 3 | 8.57 |
| Total | 35 | 100.00 |

Table 7 reveals that most PNP respondents had been deployed in geographically isolated and disadvantaged areas for 1–2 years (51.43%), followed by those with 3–4 years of deployment (22.86%). Overall, 82.86% had served in these communities for at least one year, indicating substantial exposure to local conditions and operational challenges. This finding is consistent with Signori et al. (2023), who emphasized that continuity in community policing assignments promotes familiarity with local conditions, strengthens community relationships, and facilitates institutional collaboration.

**Table 8**
**Age Distribution of Civilian Governance (LGU) Respondents**

| Age Bracket | Frequency (f) | Percentage (%) |
|---|---|---|
| 21–29 years old | 4 | 11.43 |
| 30–39 years old | 11 | 31.43 |
| 40–49 years old | 13 | 37.14 |
| 50 years old and above | 7 | 20.00 |
| Total | 35 | 100.00 |

Table 8 reveals that most civilian governance respondents were aged 40–49 years (37.14%), followed by those aged 30–39 years (31.43%). Overall, 57.14% were aged 40 years and above, indicating greater representation of middle-aged and older personnel in local governance. This finding is relevant to Capuno (2010), who identified age, educational attainment, and public sector experience as significant factors associated with leadership and innovation in selected Philippine local governments. The study highlights the relevance of demographic characteristics in understanding local governance practices, although age alone does not establish administrative effectiveness.

**Table 9**
**Gender Distribution of Civilian Governance (LGU) Respondents**

| Gender | Frequency (f) | Percentage (%) |
|---|---|---|
| Male | 19 | 54.29 |
| Female | 16 | 45.71 |
| Total | 35 | 100.00 |

Table 9 reveals that male respondents accounted for 54.29%, while female respondents represented 45.71%, indicating a relatively balanced gender distribution among civilian governance personnel. This composition provided representation from both genders in assessing joint civilian-PNP public service delivery. The finding is relevant to Chattopadhyay and Duflo (2004), who demonstrated that gender representation in local governance can influence policy priorities and public service provision. Their study highlights the importance of gender diversity in understanding local governance perspectives, although the present distribution alone does not establish its effect on service delivery.

**Table 10**
**Distribution of Civilian Governance (LGU) Respondents by Current Position/Designation**

| Position / Institutional Designation | Frequency (f) | Percentage (%) |
|---|---|---|
| Municipal Department Heads / Line Agency Officers | 8 | 22.86 |
| Municipal Administrative and Social Welfare Staff | 10 | 28.57 |
| Barangay Chairpersons / Sangguniang Barangay Members | 12 | 34.29 |
| Rural Health Unit (RHU) and Agricultural Extension Staff | 5 | 14.28 |
| Total | 35 | 100.00 |

Table10 reveals that barangay chairpersons and Sangguniang Barangay members comprised the largest group (34.29%), followed by municipal administrative and

social welfare staff (28.57%). This distribution reflected the participation of both frontline service providers and municipal-level administrators in evaluating joint civilian-PNP public service delivery. The finding is relevant to Maynard-Moody and Musheno (2022), who demonstrated that frontline public servants play an important role in translating government policies into everyday service delivery through their direct interactions with citizens. Their study supports the importance of including personnel with different administrative and operational responsibilities when examining public service implementation.

**Table 11**
**Distribution of Civilian Governance (LGU) Respondents According to Length of Service**

| Length of Service in Local Governance | Frequency (f) | Percentage (%) |
|---|---|---|
| 1–5 years | 9 | 25.71 |
| 6–10 years | 15 | 42.86 |
| 11–15 years | 7 | 20.00 |
| 16 years and above | 4 | 11.43 |
| Total | 35 | 100.00 |

Table 11reveals that most civilian governance respondents had served for 6–10 years (42.86%), followed by those with 1–5 years (25.71%). Overall, 74.29% had completed at least six years of service, indicating substantial professional exposure to local governance operations. This finding is relevant to Chang et al. (2024), who examined the relationship between organizational tenure and perceived performance among public employees and found that tenure was associated with performance in a nonlinear manner. Their study highlights the relevance of service experience in public administration, although longer tenure does not necessarily guarantee greater effectiveness.

**Table 12**
**Age Distribution of Community Stakeholder Respondents**

| Age Bracket | Frequency (f) | Percentage (%) |
|---|---|---|
| 21–29 years old | 2 | 13.33 |
| 30–39 years old | 4 | 26.67 |
| 40–49 years old | 6 | 40.00 |
| 50 years old and above | 3 | 20.00 |
| Total | 15 | 100.00 |

Table 12reveals that most community stakeholder respondents were aged 40–49 years (40.00%), followed by those aged 30–39 years (26.67%). Overall, 60.00% were aged 40 years and above, indicating greater representation of middle-aged and older community members. This finding is relevant to Martins et al. (2021), who found that civic participation among older adults was influenced by personal experiences, interpersonal relationships, and community involvement. Their study highlights the potential contribution of mature community members to local governance and civic engagement, although age alone does not determine leadership effectiveness.

**Table 13**
**Gender Distribution of Community Stakeholder Respondents**

| Gender | Frequency (f) | Percentage (%) |
|---|---|---|
| Male | 8 | 53.33 |
| Female | 7 | 46.67 |
| Total | 15 | 100.00 |

Table 13 reveals that male respondents comprised 53.33%, while female respondents accounted for 46.67%, indicating a relatively balanced gender distribution among community stakeholders. This representation provided perspectives from both genders in assessing joint civilian-PNP public service delivery. The finding is relevant to Ostrom (1996), who emphasized that effective public service delivery requires active citizen participation and cooperation between communities and government institutions. This underscores the importance of inclusive stakeholder involvement in collaborative governance, although gender distribution alone does not establish the effectiveness of participation.

**Table 14**
**Distribution of Community Stakeholder Respondents by Sector Represented**

| Sector Category | Frequency (f) | Percentage (%) |
|---|---|---|
| Farmers and Fisherfolk Associations | 5 | 33.33 |
| Women's Organizations and Rural Health Advocates | 4 | 26.67 |
| Indigenous Peoples / Tribal Council Elders | 3 | 20.00 |
| Youth and Community Faith-Based Leaders | 3 | 20.00 |
| Total | 15 | 100.00 |

Table 14 reveals that farmers and fisherfolk associations comprised the largest stakeholder group (33.33%), followed by women's organizations and rural health advocates (26.67%). Indigenous peoples and tribal elders, alongside youth and faith-based leaders, each represented 20.00%. This distribution reflected the involvement of diverse community sectors in assessing joint civilian-PNP public service delivery. The finding is supported by Reed (2008), who emphasized that stakeholder participation can improve decision-making by incorporating diverse local knowledge, experiences, and perspectives. This highlights the importance of multisectoral representation in addressing public service needs in geographically isolated communities.

**Table 15**
**Distribution of Community Stakeholder Respondents According to Length of Residency**

| Length of Community Residency | Frequency (f) | Percentage (%) |
|---|---|---|
| 1–10 years | 2 | 13.33 |
| 11–20 years | 4 | 26.67 |
| 21 years and above | 9 | 60.00 |
| Total | 15 | 100.00 |

Table 15 reveals that most community stakeholder respondents had resided in their respective communities for 21 years or more (60.00%), followed by those with 11–20 years of residency (26.67%). Overall, 86.67% had lived in these communities for more

than a decade, indicating substantial familiarity with local conditions and public service challenges. This finding is supported by Shin and Yang (2022), who found that longer residential stability was associated with stronger community attachment and increased civic participation. Their study highlights the value of long-term residents' perspectives in understanding community needs and local governance.

**Table 16**
**Level of Operational Efficiency in Terms of Tier 1 – Macro-Level Governance, Policy Strategy, and Crisis Mobilization**

| Indicator | Mean | SD | Descriptive Rating | Interpretation |
|---|---|---|---|---|
| 1. Strategic policy directives between the Municipal Peace and Order Council (MPOC) and deployed PNP units are aligned with the national Whole-of-Nation framework. | 3.88 | 0.62 | Agree | Efficient |
| 2. Inter-agency emergency crisis mobilization protocols function smoothly during natural disasters and severe weather occurrences. | 3.65 | 0.69 | Agree | Efficient |
| 3. Structured cost-sharing and resource-pooling frameworks between the LGU and PNP are institutionalized through formal executive agreements. | 2.32 | 0.74 | Disagree | Inefficient |
| 4. Digital communication links and telemetry between municipal centers and isolated field outposts allow real-time operational data transmission. | 2.18 | 0.76 | Disagree | Inefficient |
| 5. Executive policy consensus regarding developmental priorities for GIDA communities is reached without administrative delays. | 3.48 | 0.66 | Agree | Efficient |
| Tier Composite Mean | 3.10 | 0.69 | Moderately Agree | Moderately Efficient |

*Scale: 4.20–5.00 = Highly Efficient; 3.40–4.19 = Efficient; 2.60–3.39 = Moderately Efficient; 1.80–2.59 = Inefficient; 1.00–1.79 = Highly Inefficient.*

Table 16 reveals that macro-level governance and crisis mobilization were moderately efficient (M = 3.10, SD = 0.69). Strategic policy alignment obtained the highest rating (M = 3.88), while digital communication systems (M = 2.18) and formal cost-sharing mechanisms (M = 2.32) received the lowest ratings. These findings indicate that policy coordination was relatively established, but technical and financial arrangements remained inadequate. This finding is consistent with Ansell and Gash (2008), who emphasized that effective collaborative governance depends on institutional design, shared resources, and sustained coordination among participating organizations.

**Table 17**
**Level of Operational Efficiency in Terms of Tier 2 – Intermediate-Level Frontline Program Execution and Security Operations**

| Indicator | Mean | SD | Descriptive Rating | Interpretation |
|---|---|---|---|---|
| 1. Joint medical, dental, and civic action missions are conducted with regular operational predictability in isolated barangays. | 2.45 | 0.71 | Disagree | Inefficient |

| | | | | |
|---|---|---|---|---|
| 2. Law enforcement personnel provide continuous security escorts that enable civilian administrative and social welfare workers to reach remote zones safely. | 4.28 | 0.51 | Strongly Agree | Highly Efficient |
| 3. Utility vehicle fleets, motorized sea outriggers, and heavy transport equipment are mobilized cooperatively during joint service delivery. | 2.38 | 0.73 | Disagree | Inefficient |
| 4. Field personnel from the PNP, LGU, and volunteer health workers execute clear standard operating procedures during joint frontline outreach. | 3.52 | 0.64 | Agree | Efficient |
| 5. Frontline food security, agricultural aid, and social welfare distribution are systematically protected from diversion and disruptions. | 3.74 | 0.58 | Agree | Efficient |
| Tier Composite Mean | 3.27 | 0.63 | Moderately Agree | Moderately Efficient |

*Scale: 4.20–5.00 = Highly Efficient; 3.40–4.19 = Efficient; 2.60–3.39 = Moderately Efficient; 1.80–2.59 = Inefficient; 1.00–1.79 = Highly Inefficient.*

Table 17 reveals that frontline program execution and security operations were moderately efficient (M = 3.27, SD = 0.63). Security escorts received the highest rating (M = 4.28), while cooperative transport mobilization (M = 2.38) and regular civic missions (M = 2.45) obtained the lowest ratings. These findings indicate that security support was effective, but logistical limitations constrained consistent public service delivery. This finding is consistent with Ostrom (1996), who emphasized that effective public service delivery requires coordinated contributions and resource mobilization among government institutions and community stakeholders.

**Table 18**
**Level of Operational Efficiency in Terms of Tier 3 – Micro-Level Grassroots Access, Public Trust, and Cultural Integration**

| Indicator | Mean | SD | Descriptive Rating | Interpretation |
|---|---|---|---|---|
| 1. Deployed police personnel and civilian officials actively participate in local barangay assemblies and community consultation meetings. | 3.82 | 0.60 | Agree | Efficient |
| 2. Grassroots community leaders and tribal elders are systematically involved in co-planning local development and safety initiatives. | 2.52 | 0.78 | Disagree | Inefficient |
| 3. The continuous joint presence of civilian administrators and PNP forces has significantly enhanced community trust in government institutions. | 3.91 | 0.56 | Agree | Efficient |
| 4. Formal grievance and dispute resolution mechanisms integrate traditional indigenous customs and local cultural norms. | 3.44 | 0.67 | Agree | Efficient |
| 5. An institutionalized, community-based digital or radio feedback mechanism exists to track citizen satisfaction with delivered public services. | 1.84 | 0.72 | Disagree | Inefficient |
| Tier Composite Mean | 3.11 | 0.67 | Moderately Agree | Moderately Efficient |

*Scale: 4.20–5.00 = Highly Efficient; 3.40–4.19 = Efficient; 2.60–3.39 = Moderately Efficient; 1.80–2.59 = Inefficient; 1.00–1.79 = Highly Inefficient.*

Table 18 reveals that grassroots access, public trust, and cultural integration were moderately efficient (M = 3.11, SD = 0.67). Community trust received the highest rating (M = 3.91), while institutionalized feedback mechanisms (M = 1.84) and community participation in planning (M = 2.52) obtained the lowest ratings. These findings indicate relatively favorable perceptions of institutional trust but inadequate mechanisms for grassroots participation and feedback. This finding is relevant to Sunshine and Tyler (2003), who established that police legitimacy and procedural fairness are important determinants of public cooperation and support, emphasizing the importance of meaningful community engagement in sustaining institutional trust.

**Table 19**
**Summary of the Level of Operational Efficiency Across All Service Delivery Tiers**

| Service Delivery Tier | Overall Mean | Composite SD | Descriptive Rating | Interpretation | Rank |
|---|---|---|---|---|---|
| Tier 2: Intermediate Frontline Execution and Security Operations | 3.27 | 0.63 | Moderately Agree | Moderately Efficient | 1 |
| Tier 3: Micro-Level Grassroots Access, Public Trust, and Cultural Integration | 3.11 | 0.67 | Moderately Agree | Moderately Efficient | 2 |
| Tier 1: Macro-Level Governance, Policy Strategy, and Crisis Mobilization | 3.10 | 0.69 | Moderately Agree | Moderately Efficient | 3 |
| Grand Overall Mean | 3.16 | 0.66 | Moderately Agree | Moderately Efficient | — |

*Scale: 4.20–5.00 = Highly Efficient; 3.40–4.19 = Efficient; 2.60–3.39 = Moderately Efficient; 1.80–2.59 = Inefficient; 1.00–1.79 = Highly Inefficient.*

Table 19 reveals that joint civilian-PNP public service delivery was moderately efficient overall (M = 3.16, SD = 0.66). Intermediate-level frontline execution and security operations ranked highest (M = 3.27), followed by grassroots access and public trust (M = 3.11), while macro-level governance and crisis mobilization ranked lowest (M = 3.10). These findings indicate that frontline operations received relatively favorable assessments, although institutional coordination and community engagement still required improvement. This finding is consistent with Ansell and Gash (2008), who emphasized that effective collaborative governance requires sustained coordination, trust-building, and shared commitment among participating institutions.

**Table 20**
**One-Way ANOVA on Overall Public Service Delivery Across the Three Stakeholder Groups**

| Source of Variation | SS | df | MS | F-value | Critical F | p-value | Decision |
|---|---|---|---|---|---|---|---|
| Between Groups | 3.486 | 2 | 1.743 | 7.232 | 3.109 | 0.0013 | Reject $H_0$ |
| Within Groups | 19.762 | 82 | 0.241 | — | — | — | — |
| Total | 23.248 | 84 | — | — | — | — | — |

*Significance level: α = 0.05. $H_0$ = No significant difference in assessments among the three stakeholder groups.*

Table 20 reveals a statistically significant difference in the assessments of joint civilian-PNP public service delivery among the three stakeholder groups, $F(2, 82) = 7.232$, $p = .0013$. Thus, the null hypothesis was rejected. Law enforcement personnel provided

the highest assessments, while community stakeholders reported the lowest. The manuscript also reported post-hoc differences between community stakeholders and the two government respondent groups. These findings suggest differing institutional and community perspectives on service delivery. This is consistent with Purdy (2012), who emphasized that differences in stakeholder authority, resources, and institutional perspectives can shape collaborative governance processes.

**Table 21**
**Summary of One-Way ANOVA Across Service Delivery Tiers by Stakeholder Group**

| Delivery Tier | Group Means (PNP / LGU / Community) | Computed F-value | Critical F-value | p-value | Decision |
|---|---|---|---|---|---|
| Tier 1: Macro Governance and Crisis Mobilization | 3.28 / 3.09 / 2.71 | 5.842 | 3.109 | 0.0042 | Reject $H_0$ |
| Tier 2: Intermediate Frontline Execution | 3.51 / 3.22 / 2.83 | 6.918 | 3.109 | 0.0017 | Reject $H_0$ |
| Tier 3: Micro Grassroots Access and Public Trust | 3.35 / 3.05 / 2.68 | 5.214 | 3.109 | 0.0074 | Reject $H_0$ |

*Significance level: α = 0.05. All three reported p-values were below 0.05.*

Table 21 reveals statistically significant differences in stakeholder assessments across all three service delivery tiers ($p < .05$). Tier 2 recorded the highest F-value (6.918), indicating the strongest statistical evidence of differences among respondent groups. Law enforcement personnel consistently reported the highest mean ratings, while community stakeholders provided the lowest across all tiers. These findings suggest differing perceptions of public service delivery between government personnel and community beneficiaries. This is consistent with Purdy (2012), who emphasized that differences in institutional authority, resources, and stakeholder perspectives influence collaborative governance processes. The findings highlight the importance of incorporating community perspectives into the proposed Integrated Convergence Framework (ICF).

**Table 22**
**Critical Operational, Environmental, and Structural Challenges Encountered in Joint Public Service Delivery**

| Domain | Identified Operational Barrier / Friction Point | Mean | SD | Adjectival Rating | Interpretation | Rank |
|---|---|---|---|---|---|---|
| Environmental | High-sea monsoon swells (Socorro) and mountain trail mudslides (Malimono) that physically cut off transport corridors | 4.62 | 0.53 | Strongly Agree | Critical Challenge | 1 |
| Operational | Severe telecommunication blackouts and lack of satellite data infrastructure connecting field outposts to municipal centers | 4.48 | 0.58 | Strongly Agree | Critical Challenge | 2 |
| Structural | Inflexible public financial management and rigid procurement regulations (RA | 4.31 | 0.62 | Strongly Agree | Critical Challenge | 3 |

| | | | | | | |
|---|---|---|---|---|---|---|
| | 9184) preventing rapid field fund pooling | | | | | |
| Operational | Inadequate sea transport vessels, fuel reserves, and heavy-duty 4×4 utility fleets for sustained rough-terrain deployments | 4.15 | 0.68 | Agree | Major Challenge | 4 |
| Structural | Lack of an institutionalized, statutory framework formally delineating cost-sharing and shared operational command between LGU and PNP | 3.92 | 0.71 | Agree | Major Challenge | 5 |
| Environmental | Geographical dispersion of small, isolated sitios requiring costly, disproportionate logistics for minor service delivery runs | 3.76 | 0.74 | Agree | Major Challenge | 6 |
| Structural | Top-down program planning that marginalizes traditional tribal leadership and civilian CSO participation | 3.54 | 0.79 | Agree | Major Challenge | 7 |
| Operational | Fast personnel turnover of trained police and health personnel assigned to remote GIDA outposts | 3.32 | 0.82 | Moderately Agree | Moderate Challenge | 8 |

*Scale: 4.20–5.00 = Critical Challenge; 3.40–4.19 = Major Challenge; 2.60–3.39 = Moderate Challenge; 1.80–2.59 = Minor Challenge; 1.00–1.79 = Not a Challenge.*

Table 22 reveals that extreme weather conditions and impassable terrain were the most critical challenges (M = 4.62), followed by telecommunication disruptions (M = 4.48) and financial and procurement constraints (M = 4.31). These findings indicate that geographical isolation, inadequate communication infrastructure, and administrative limitations were the primary barriers to effective joint civilian-PNP public service delivery. This is consistent with Emerson et al. (2012), who emphasized that collaborative governance depends on institutional arrangements, shared capacity, and adaptive coordination to address complex operational challenges. The findings underscore the need for improved infrastructure, resource-sharing mechanisms, and interagency coordination under the proposed Integrated Convergence Framework (ICF).

## DISCUSSION

The study evaluated joint civilian-PNP public service delivery in geographically isolated and disadvantaged communities of Surigao del Norte during Calendar Year 2026. Using a descriptive-evaluative and comparative research design supplemented by qualitative data, the study examined the perspectives of 85 respondents comprising law enforcement personnel, civilian governance representatives, and community stakeholders. The findings revealed differences in stakeholder assessments, varying levels of operational efficiency across three service delivery tiers, and critical environmental, operational, and structural challenges. These findings provided the basis for developing the proposed Integrated Convergence Framework (ICF).

## Findings

The following findings were drawn from the analysis of data gathered from 85 respondents, aligned with the five statements of the problem:

**1. Demographic and Professional Profiles of the Respondents.** The law enforcement respondents were predominantly aged 30–39 years (45.71%), held Police Staff Sergeant to Police Master Sergeant ranks (42.86%), had 6–10 years of active service (40.00%), and had been deployed in isolated communities for 1–2 years (51.43%). Civilian governance respondents were mostly aged 40–49 years (37.14%), male (54.29%), barangay officials (34.29%), and had 6–10 years of government service (42.86%). Community stakeholders were predominantly aged 40–49 years (40.00%), male (53.33%), represented farmers and fisherfolk associations (33.33%), and had resided in their communities for at least 21 years (60.00%).

**2. Operational Efficiency of Joint Civilian-PNP Public Service Delivery.** Public service delivery was assessed as Moderately Efficient overall (M = 3.16). Tier 2, covering frontline program execution and security operations, ranked highest (M = 3.27), followed by Tier 3, involving grassroots access and public trust (M = 3.11), and Tier 1, covering governance and crisis mobilization (M = 3.10). Security escorts received the highest individual rating (M = 4.28), while weaknesses were identified in communication infrastructure, resource sharing, community participation, and feedback mechanisms.

**3. Significant Differences in Stakeholder Assessments.** Significant differences were found in the overall assessments of law enforcement personnel, civilian governance representatives, and community stakeholders ($F = 7.232$, $p = .0013$). Significant differences were also reported across Tier 1 ($p = .0042$), Tier 2 ($p = .0017$), and Tier 3 ($p = .0074$). Law enforcement personnel consistently provided the highest ratings, while community stakeholders recorded the lowest, indicating differences in how government personnel and community beneficiaries perceived public service delivery.

**4. Critical Operational, Environmental, and Structural Challenges.** Extreme weather conditions and impassable terrain emerged as the most critical challenge (M = 4.62), followed by telecommunication blackouts (M = 4.48) and financial and procurement constraints (M = 4.31). Other major challenges included inadequate transport resources, limited institutionalized cost-sharing arrangements, geographical dispersion, and insufficient grassroots participation. These barriers affected the accessibility, coordination, and continuity of joint public services.

## Conclusions

The study concluded that joint civilian-PNP public service delivery in geographically isolated and disadvantaged communities of Surigao del Norte was moderately efficient, with frontline security operations demonstrating greater effectiveness than institutional coordination and grassroots engagement. Although law enforcement personnel and civilian governance representatives possessed substantial

professional experience, the delivery of essential public services remained constrained by inadequate communication infrastructure, limited transportation resources, insufficient cost-sharing mechanisms, and inconsistent community participation.

The significant differences in stakeholder assessments further highlighted gaps between institutional perceptions and actual community experiences. Environmental barriers, logistical limitations, and structural constraints affected the accessibility and continuity of public services, emphasizing the need for stronger interagency coordination, sustainable resource mobilization, and inclusive decision-making. Consequently, the findings provided the basis for developing the Integrated Convergence Framework (ICF), intended to strengthen institutional collaboration, operational efficiency, and community-responsive public service delivery in geographically isolated and disadvantaged areas.

## Recommendations

Based on the findings and conclusions, the following recommendations were proposed:

**1. Strengthen Institutional Coordination and Policy Implementation.** The Department of the Interior and Local Government (DILG) should enhance the implementation of the Whole-of-Nation Approach and Revitalized Pulis sa Barangay (R-PSB) program by establishing formal interagency coordination mechanisms, GIDA-specific service delivery plans, and standardized performance indicators for joint civilian-PNP operations.

**2. Enhance PNP Operational Capacity and Personnel Development.** PNP leadership should institutionalize specialized training in emergency logistics, interagency coordination, community-oriented policing, and cultural sensitivity. Adequate transportation facilities and reliable satellite communication systems should also be provided to support operations in isolated communities.

**3. Improve Resource Allocation and Administrative Mechanisms.** Local government units (LGUs) should establish legally compliant procurement procedures, formal cost-sharing agreements, and shared transportation and equipment management arrangements to minimize logistical delays and strengthen the continuity of public services.

**4. Promote Community Participation and Accountability.** Barangay officials and civil society organizations should establish Community Convergence Monitoring Desks and accessible feedback mechanisms to encourage the participation of indigenous leaders, women's organizations, youth representatives, and other stakeholders in planning, monitoring, and evaluating public service programs.

**5. Institutionalize the Integrated Convergence Framework (ICF).** Concerned government agencies should consider adopting the proposed ICF through local policies, coordinated resource mobilization, regular joint service delivery activities, and continuous

performance monitoring to strengthen sustainable and community-responsive governance in geographically isolated and disadvantaged areas.

**6. Conduct Further Research.** Future researchers should undertake comparative and longitudinal studies across geographically isolated communities to evaluate the implementation and long-term effectiveness of the Integrated Convergence Framework, particularly its effects on public service accessibility, institutional collaboration, community participation, and socioeconomic development.

## Proposed Integrated Convergence Framework (ICF)

The Integrated Convergence Framework (ICF) was developed as the proposed administrative intervention to strengthen joint civilian–Philippine National Police (PNP) public service delivery in geographically isolated and disadvantaged areas (GIDAs) of Surigao del Norte. The framework addressed gaps in interagency coordination, resource sharing, logistical capacity, communication infrastructure, and grassroots participation identified in the study.

### Rationale

The framework was formulated in response to the moderately efficient overall public service delivery rating (M = 3.16), which indicated operational strengths in security escorts and disaster mobilization but weaknesses in routine social services, digital communication, institutionalized cost-sharing, and community participation. The findings highlighted the need for a coordinated administrative mechanism integrating public safety, civilian service delivery, and community engagement.

### Objectives

The ICF aimed to strengthen collaborative public service delivery through three interrelated objectives: (1) institutionalize formal interagency policy coordination, legally compliant fiscal arrangements, and shared operational responsibilities; (2) enhance frontline service delivery through improved communication systems, terrain-appropriate transportation, and coordinated deployment of civilian and police personnel; and (3) promote inclusive governance by establishing community participation, citizen feedback, and participatory monitoring mechanisms.

### Scheme of Implementation

The proposed framework followed a 12-month implementation scheme comprising three phases. The first phase, Legal Alignment and Interagency Codification (Months 1–3), focused on developing municipal policies, memoranda of agreement, and coordinated service delivery plans. The second phase, Infrastructure Deployment and Cross-Functional Training (Months 4–7), prioritized communication infrastructure, logistical resources, and joint capacity-building activities. The third phase, Operational Convergence and Community Monitoring (Months 8–12), emphasized regular joint public

service missions, institutionalized community feedback systems, and performance evaluation.

The ICF provided a structured administrative roadmap for strengthening interagency collaboration, improving the accessibility and continuity of essential services, and promoting community-responsive governance in geographically isolated communities. Its proposed operational strategies were detailed in the implementation matrix.

**Integrated Convergence Framework (ICF) Implementation Matrix for Joint Civilian-PNP Public Service Delivery**

| Key Area | Implementation Strategy | Responsible Stakeholders | Estimated Budget | Time Frame | Reported Accomplishment |
|---|---|---|---|---|---|
| 1. Satellite and Marine Telemetry | Install satellite broadband terminals and marine radio repeaters to strengthen emergency communication. | MDRRMO, PNP, DICT, barangay officials | ₱1,850,000 | Months 2–5 | Satellite communication hubs reportedly installed in Pamosaingan and Binoni. |
| 2. Joint Fiscal and Cost-Sharing | Establish dedicated GIDA operating funds and standardized disbursement guidelines. | LGUs, municipal budget offices, PNP, COA | ₱400,000 | Months 1–4 | Joint ordinances and financial guidelines reportedly established. |
| 3. Multi-Agency Emergency Procurement | Develop emergency procurement protocols and standing agreements for essential supplies. | BAC, municipal legal offices, GSO, RHUs | ₱350,000 | Months 2–5 | Emergency purchase agreements and local supplier arrangements reportedly approved. |
| 4. Terrain-Specific Transport | Procure motorized sea vessels and four-wheel-drive vehicles for isolated communities. | Provincial government, LGUs, PNP, MDRRMO | ₱4,200,000 | Months 4–8 | Two sea patrol craft and two utility vehicles reportedly delivered. |
| 5. Shared Asset Custodianship | Establish interagency agreements governing equipment sharing, maintenance, and accountability. | LGUs, PNP, municipal legal offices, COA | ₱250,000 | Months 3–6 | Joint custodianship agreements reportedly signed. |
| 6. Predictable Civic and Health Missions | Implement regular medical, agricultural, social welfare, and | Municipal health, social welfare and | ₱1,500,000 | Months 5–9 | Biweekly service calendar established, with |

| | | | | | |
|---|---|---|---|---|---|
| | security outreach activities. | agricultural offices, PNP | | | 18 joint missions reported. |
| 7. Community Co-Planning and Tribal Inclusion | Establish community advisory boards and integrate indigenous and sectoral representatives into local planning. | Barangay officials, tribal leaders, CSOs, DILG | ₱300,000 | Months 4–7 | Community convergence assemblies reportedly conducted. |
| 8. Institutionalized Citizen Feedback | Establish community monitoring desks and two-way communication systems. | Barangay officials, community organizations, PNP, DILG | ₱550,000 | Months 6–9 | Community Convergence Desks reportedly established in both barangays. |
| 9. Cross-Functional Capability Development | Conduct joint training in emergency management, interagency coordination, and cultural sensitivity. | PPSC, LGA, PNP, LGUs | ₱950,000 | Months 6–10 | Three five-day joint training cohorts reportedly completed. |
| 10. Statutory Codification and Policy Permanence | Institutionalize the ICF through municipal ordinances and sustainable funding arrangements. | Sangguniang Bayan, municipal legal offices, provincial peace and order councils | ₱200,000 | Months 9–12 | Municipal Ordinances No. 2026-08 and No. 2026-11 reportedly enacted. |
| **Total** | | | **₱10,550,000** | **12 months** | |

## Compliance with Ethical Standards

The study adhered to ethical principles in conducting research involving law enforcement personnel, civilian governance representatives, and community stakeholders in geographically isolated and disadvantaged areas of Surigao del Norte. The research recognized the importance of informed consent, voluntary participation, confidentiality, and respect for participants, particularly those representing indigenous and marginalized communities. Participants' identities and individual responses were protected through confidential handling of research data and aggregate reporting of findings. The information gathered was intended solely for academic and research purposes, with due consideration for the privacy, dignity, and welfare of all respondents throughout the research process.

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