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Collaborative Governance in Philippine Science and Technology Parks: A closer look at the UP – Ayala Land Technohub[†]

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Abstract

Public-private partnerships (PPPs) are very popular governance practices, as they enable the private partner to engage in business and have profits while the public partner improves the provision of public services. PPPs are organizational arrangements with a sector-crossing or sector-blurring nature, and are modes of governance – governance by partnerships or collaborative governance (Schuppert 2011). New models and applications of PPPs have been developed over time. Collaborative governance entails information exchange, action or movement harmonization, resource sharing, and capacity enhancement among the partners (Sale 2011; 2012a).

As the national university, the University of the Philippines (UP) serves as a research university in various fields of expertise and specialization by conducting basic and applied research and development, and promoting research in various colleges and universities, and contributing to the dissemination and application of knowledge, among other purposes. (Republic Act 9500) It is the site of two (2) science and technology parks (Sale 2012b), one of which is the UP – Ayala Land Technohub. A collaboration between industry and the academe, the Technohub is envisioned as an integrated community of science and technology companies building a dynamic learning and entrepreneurial laboratory (UP-AyalaLand Technohub).

This paper takes a closer look at the UP – Ayala Land Technohub as an example of a PPP or collaborative governance in science and technology parks. Have information exchange, action or movement harmonization, resource sharing, and capacity enhancement taken place in the Technohub? What are some significant outcomes of, and issues arising from, the PPP? What assessment indicators may be used? Is a governance instrument needed?

Keywords

Science and Technology Parks, Collaborative Governance, Public-Private Partnerships, Decent Work, Shift-Work, Turnover and Voice

1. INTRODUCTION: PUBLIC-PRIVATE PARTNERSHIPS AND COLLABORATIVE GOVERNANCE

Public-private partnerships (PPPs) are very popular gover-

nance practices, as they enable the private partner to engage in business and have profits while the public partner improves the provision of public services – a seemingly win-win, non-hierarchical approach involving both state and non-state actors, where the private sector has an increasing public role. One example of a delivery mode for PPPs is design – build – operate – finance in which levels of private sector risk and commitment are higher compared to conventional procurement -operation by public sector and sub-contracting (conventional modes), but such levels of risk and commitment are lower compared to permanent transfer to private sector (privatization). These are part of the shift from government to governance, with the latter's emphases on, among others, public and private actors as well as open structures and network-building, in lieu of public actors only and hierarchy. PPPs are organizational arrange-

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ments with a sector-crossing or sector-blurring nature, and are modes of governance – governance by partnerships or collaborative governance (Schuppert 2011). New models and applications of PPPs have been developed over time.

Collaborative governance entails information exchange, action or movement harmonization, resource sharing, and capacity enhancement among the partners. Torres and Margolin (2003) cite Himmelman in their continuum on collaboration

and other forms of working together <Fig. 1>. As parties move from networking through coordination, cooperation and collaboration, there is more sharing of time, trust, turf, risks, rewards, and responsibilities. But if parties move in the opposite direction, there is less sharing of time, trust, turf, risks, rewards, and responsibilities and, past networking, they enter the sphere of competition and command (by government) <Fig. 2>. (Sale 2011; 2012a)

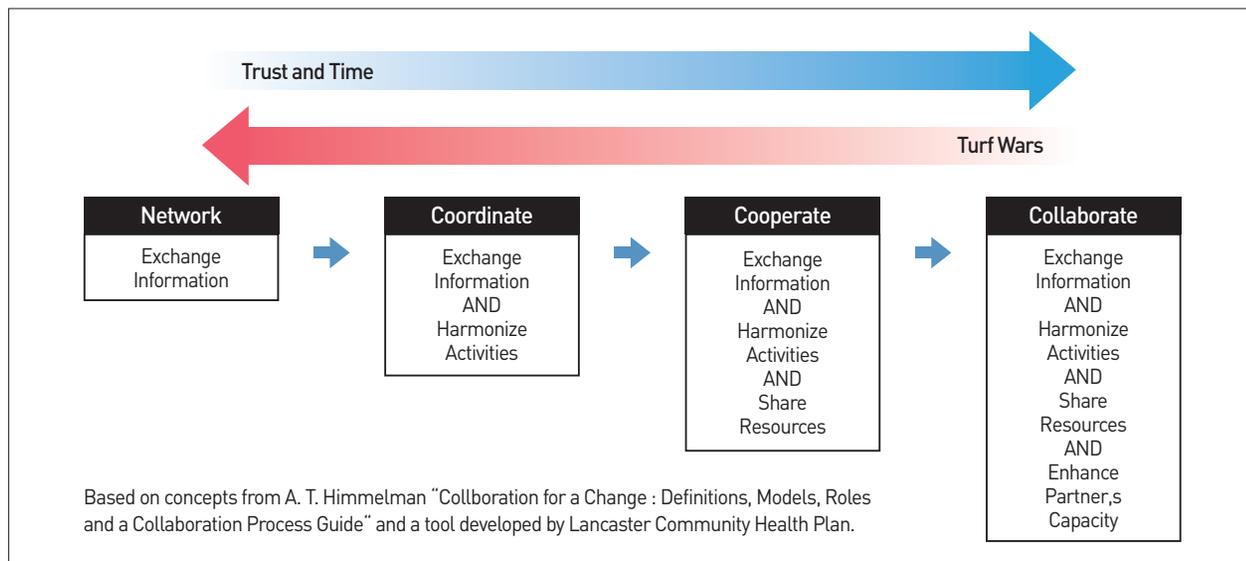


Fig. 1. Forms of Working Together

Source: Torres and Margolin (2003): p.3, See Sale (2011), Sale and Bool (2010) and Sale (2012a).

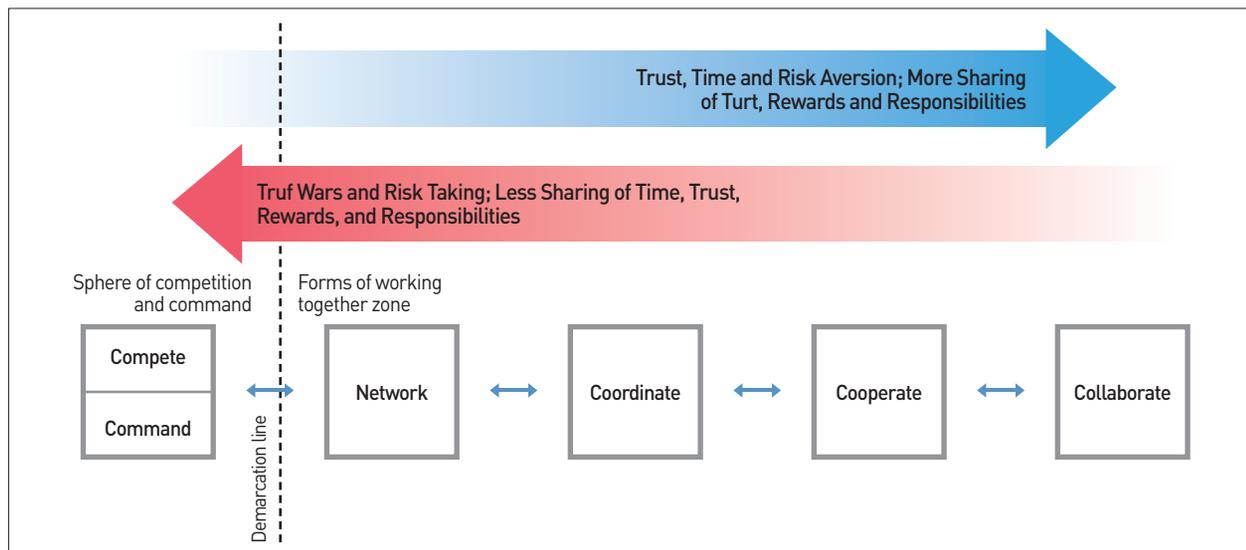


Fig. 2. A modified continuum: From command (competition) to collaboration and vice-versa

Source: Torres and Margolin (2003): p.3, as modified by Sale (2011). See also Sale (2012a).

Thus, collaborative governance “entails shared, negotiated, and deliberative consultation and decision-making.” It “may occur at any stage of the policy process.” (Bingham 2011: 388)

According to Schuppert, trust is important in partnerships and the dimensions of PPPs include:

- Participation: two or more partners are involved, where one is a public body.
- Relationship: an enduring relationship and collaboration.
- Resources: each partner makes a value and resource contribution.
- Sharing: PPPs involve a sharing of responsibilities and risks to outcomes in the collaborative framework.
- Continuity: a framework contract underpins the partnership, sets the “rules of the game” and provides some certainty.

Domestic PPPs are involved in the efficient provision of public services, while global PPPs are mainly engaged in poverty reduction and sustainable development. (Schuppert 2011)

This paper takes a closer look at the University of the Philippines – Ayala Land Technohub as an example of a PPP or collaborative governance in science and technology parks. Have information exchange, action or movement harmonization, resource sharing, and capacity enhancement taken place in the Technohub? What are some significant outcomes of, and issues arising from, the PPP? What assessment indicators may be used? Is there a felt need for a governance instrument? If so, what should be the form or nature of the instrument? The paper explores these and related questions, and suggests a direction for future researches.

2. THE TECHNOHUB

As the national university, the University of the Philippines (UP) leads in setting academic standards and initiating innovations in teaching, research and faculty development in philosophy, the arts and humanities, the social sciences, the professions and engineering, natural sciences, mathematics, and technology, maintaining centers of excellence in such dis-

ciplines and professions. It serves as a research university in various fields of expertise and specialization by conducting basic and applied research and development, and promoting research in various colleges and universities, and contributing to the dissemination and application of knowledge. (Republic Act 9500)

UP is the site of two (2) science and technology parks (Sale 2012b), one of which is the UP – Ayala Land Technohub. A collaboration between industry and the academe, the Technohub is envisioned as an integrated community of science and technology companies building a dynamic learning and entrepreneurial laboratory.¹ The Philippine Economic Zone Authority (PEZA) approved the P1.478 billion expansion of the said science and technology (S&T) park for the construction of additional information technology (IT) buildings (Manila Bulletin Online 2009).

According to the Quezon City local government, the UP – Ayala Land Technohub is the country’s first full-scale, campus-based S&T park developed jointly by UP and property developer Ayala Land. It occupies 20 hectares of the 37.5-hectare UP North S&T Park. The development of the park is under a 25-year lease contract with UP for the use of its land, with the agreement that all facilities constructed will be turned over to UP upon expiration of the lease. The second phase of the project involves the development of the area into a biotechnology park, while the third phase entails building an education and communication park. The Technohub has 10 buildings surrounding a park of landscaped spaces and a man-made lagoon. Each building is designed for 24-hour business operations, with floor plates of approximately 2,600 square meters, 100% back-up generators, centralized chilled water system, two elevators, and multiple telecom providers. Each is environmentally sustainable, having features such as a district cooling system, water recycling system and storm-water management system. There is a Tech Portal, which houses start-up companies, incubators, an information desk, conference and meeting rooms, and exhibit areas. The development was approved as an IT Park by the PEZA in February 2009, which makes export-oriented companies eligible for temporary tax holiday, permanent reduced rate of corporate income tax, and other incentives.

¹ UP-AyalaLand Technohub.

² 24-Hour Metro Centers

The Technohub follows the build – operate – transfer delivery mode under Philippine law, Republic Act 6957, as amended by Republic Act 7718. The law defines build-operate-and-transfer (BOT) as:

“A contractual arrangement whereby the project proponent undertakes the construction, including financing, of a given infrastructure facility, and the operation maintenance thereof. The project proponent operates the facility over a fixed term during which it is allowed to charge facility users appropriate tolls, fees, rentals, and charges not exceeding those proposed in its bid or as negotiated and incorporated in the contract to enable the project proponent to recover its investment, and operating and maintenance expenses in the project. The project proponent transfers the facility to the government agency or local government unit concerned at the end of the fixed term which shall not exceed fifty (50) years: Provided, That in case of an infrastructure or development facility whose operation requires a public utility franchise, the proponent must be Filipino or, if a corporation, must be duly registered with the Securities and Exchange Commission and owned up to at least sixty percent (60%) by Filipinos.

The build-operate-and-transfer shall include a supply-and-operate situation which is a contractual arrangement whereby the supplier of equipment and machinery for a given infrastructure facility, if the interest of the Government so requires, operates the facility providing in the process technology transfer and training to Filipino nationals.” (Republic Act 7718)

The Revised Implementing Rules and Regulations of the BOT law differentiate or distinguish BOT from other contractual arrangements like the following:

“Build-and-transfer (BT) - A contractual arrangement whereby the Project Proponent undertakes the financing and Construction of a given infrastructure or development facility and after its completion turns it over to the Agency or LGU³ concerned, which shall pay the Project Proponent on an agreed schedule its total investment expended on the project, plus a Reasonable Rate of Return (ROR) thereon. This arrangement may be employed in the Construction of any Infrastructure or Development Projects, including critical facilities which, for security or strategic reasons, must be operated directly by the Government.

Build-lease-and-transfer (BLT) - A contractual arrangement whereby a Project Proponent is authorized to finance and construct an infrastructure or development facility and upon its

completion turns it over to the Agency/LGU concerned on a lease arrangement for a fixed period, after which ownership of the facility is automatically transferred to the Agency/LGU concerned.

Build-own-and-operate (BOO) - A contractual arrangement whereby a Project Proponent is authorized to finance, construct, own, operate and maintain an infrastructure or development facility from which the Project Proponent is allowed to recover its total investment, operating and maintenance costs plus a reasonable return thereon by collecting tolls, fees, rentals or other charges from facility users; provided, That all such projects upon recommendation of the Investment Coordination Committee (ICC) of the National Economic and Development Authority (NEDA), shall be approved by the President of the Philippines. Under this project, the proponent who owns the assets of the facility may assign its operation and maintenance to a Facility operator.

Build-transfer-and-operate (BTO) - A contractual arrangement whereby the Agency/LGU contracts out the Construction of an infrastructure facility to a private entity such that the Contractor builds the facility on a turnkey basis, assuming cost overruns, delays, and specified performance risks. Once the facility is commissioned satisfactorily, title is transferred to the implementing Agency/LGU. The private entity however operates the facility on behalf of the implementing Agency/LGU under an agreement.

Contract-add-and-operate (CAO) - A contractual arrangement whereby the Project Proponent adds to an existing infrastructure facility which it is renting from the Government and operates the expanded project over an agreed Franchise period. There may or may not be a transfer arrangement with regard to the added facility provided by the Project Proponent.

Develop-operate-and-transfer (DOT) - A contractual arrangement whereby favorable conditions external to a new infrastructure project which is to be built by a Project Proponent are integrated into the arrangement by giving that entity the right to develop adjoining property, and thus, enjoy some of the benefits the investment creates such as higher property or rent values.

Rehabilitate-operate-and-transfer (ROT) - A contractual arrangement whereby an existing facility is turned over to the Project Proponent to refurbish, operate and maintain for a Franchise period, at the expiry of which the legal title to the

³ LGU stands for Local Government Unit..

facility is turned over to the Government. The term is also used to describe the purchase of an existing facility from abroad, importing, refurbishing, erecting and consuming it within the host country.

Rehabilitate-own-and-operate (ROO) - A contractual arrangement whereby an existing facility is turned over to the Project Proponent to refurbish and operate with no time limitation imposed on ownership. As long as the operator is not in violation of its Franchise, it can continue to operate the facility in perpetuity.”(NEDA, 2012)

3. SOME OUTCOMES

The UP – Ayala Land Technohub is a PPP that has helped the UP Diliman Campus generate P351,447,523.20 for twenty-nine (29) proposed renovation projects, many involving academic buildings of the university.⁴ The amount is UP Diliman’s share of the earnings generated from properties leased by UP to Ayala Land.⁵

However, instead of simply providing spaces for lease, the Technohub is also seen as a way of transforming innovative ideas into commercial products and start-up companies that could spur research and development in the country, creating investment opportunities as well as employment (Bartolata et al. 2009). Although it has been observed that the Technohub has encouraged investments chiefly in services (Bartolata et al. 2009). In a recent meeting of the UP Diliman Executive Committee, the need to enhance research and development in such spaces was articulated.⁶ After all, research and development is a public good.

HSBC, IBM, Manulife, Pointwest Technologies, Reed Elsevier, and Teletech are among the call center or business process outsourcing companies operating in the Technohub.⁷

Aside from IT-related companies, there are many other types of establishments in the Technohub, e.g., coffee shops, restaurants, a drug store, telecom company, hair salon, and the Timezone (an amusement and leisure center). Among the amenities are a fish pond, jogging path and sports center. Notably, the Technohub has the capacity to provide employment to about 35,000 people.

It was reported in 2011 that Ayala Land had proposed expansion plans for the eastern section of the leased premises which were submitted for review by the Office of Design and Planning Initiatives (OVPD-ODPI) of the national university (Pascual 2011).

4. SOME ISSUES

There have been some issues. For instance, it was also reported that UP and Ayala Land had meetings to resolve Value-Added Tax (VAT) issues and other concerns on the financial aspects of the Technohub Contract (Pascual 2011).

Quite recently, too, a security issue arose. In June 2013, police personnel were deployed to the Technohub after receiving a tip that a bomb was planted in a business process outsourcing firm, but the threat turned out to be a hoax. Employees of the firm were evacuated from the building due to the threat. (Cayabyab 2013)

Also, there is a growing body of research on the difficult work hours and conditions, lack of meaningful worker voice mechanisms and high turnover rates in call center and business process outsourcing firms in general (Sale and Bool 2010; Carmel and Kojola 2012; Reese and Soco-Carreon 2013). In related literature, it has been pointed out that “social jet lag” or the disparity “between circadian” (biological) “and social (work-enforced) sleep times” is very wide among shift-workers, which poses a risk for their health and indicates the significance of chronotypes, i.e., whether the shift-worker is an early sleeper and riser or a late sleeper and riser, in devising work schedules (Judda et al. 2013: 142-143, 149). Thus, voice mechanisms at workplaces allowing employers to know workers’ chronotypes, and enabling workers to articulate their chronotypes, can help improve the allocation or re-allocation of shift-work and result in better work schedules.

On the part of workers, such mechanisms are also opportunities for articulating the need to improve conditions at work, which could address high turnover rates. There is a “model for employee voluntary turnover developed by March and Simon (1958) and cited by Kochan (1980). Based on the model, turnover is affected by two factors, that is, ease of leaving and

4 “P351M now available for UPD use”, available at http://upd.edu.ph/~updfinfo/jul13/articles/P135M_now_available.html

5 Ibid.

6 UP Diliman Executive Committee meeting, August 20, 2014 (attended by the author).

7 Call Center Beat

desirability of leaving a firm. Ease of leaving a firm is primarily determined by alternative employment opportunities outside the firm. This means that the more attractive the labor market outside the firm, the higher the probability of leaving. The desire to leave is a function of dissatisfaction at the current job, that is the higher the dissatisfaction level, the greater the probability of leaving. However, if there is opportunity to voice out employee dissatisfaction that would lead to changes in work

conditions, employees might choose the “voice” rather than the “exit” option.” (Sale and Sale 2010)

5. INITIAL ASSESSMENT AND APPROACHES

What follows is an initial assessment of the PPP based on the foregoing:

Table 1. Initial assessment

Indicators	Outcomes
Actors involved	UP, Ayala Land, various facility users including company sub-lessees and their clients and other contractors
Number of actors	High
Coupling of actors	Somewhat close contractual coupling – (i) between UP and Ayala Land, and (ii) between Ayala Land and facility users like company sub-lessees and other contractors
Profit and risk-allocation	More or less symmetric
Management	Public-private, but private role seems greater
Criteria for evaluation	Mutual development
Mix of modes of governance	Collaboration

Source: Based on Schuppert (2011: 294), citing Sack (2009: 165).

From the perspective of the public partner, the national university, these tend to indicate that risk management is needed. Schuppert, citing Budäus and Grüb, proposes a transparency report as a governance instrument <Fig. 3>.

As part of the governance instrument, the existence of decent work in the Technohub (as opposed to precarious work) may also be studied <Fig. 4>. To the extent that work is carried out with elements of freedom, equity, security, and human dignity, the more it approximates decent work as per the International Labour Organization (ILO). (Sale 2003)

Decent work could also be part of collaborative governance, and vice-versa. Thus, the extent to which there is exchange of information, harmonization of actions, sharing of

resources, and enhancement of capacities (Himmelman’s elements of collaborative governance) between employers and workers at workplaces in the Technohub, may also influence levels of decent work (and vice-versa). It would be interesting to study the factors that may contribute to high levels of both collaborative governance and decent work in the Technohub, in particular, and in science and technology parks, in general <Fig. 5>. Because of issues about difficult work hours and conditions, lack of meaningful worker voice mechanisms and high turnover rates in call center and business process outsourcing firms in general, there is a need to undertake a deeper study of workplaces in the Technohub in relation to decent work.

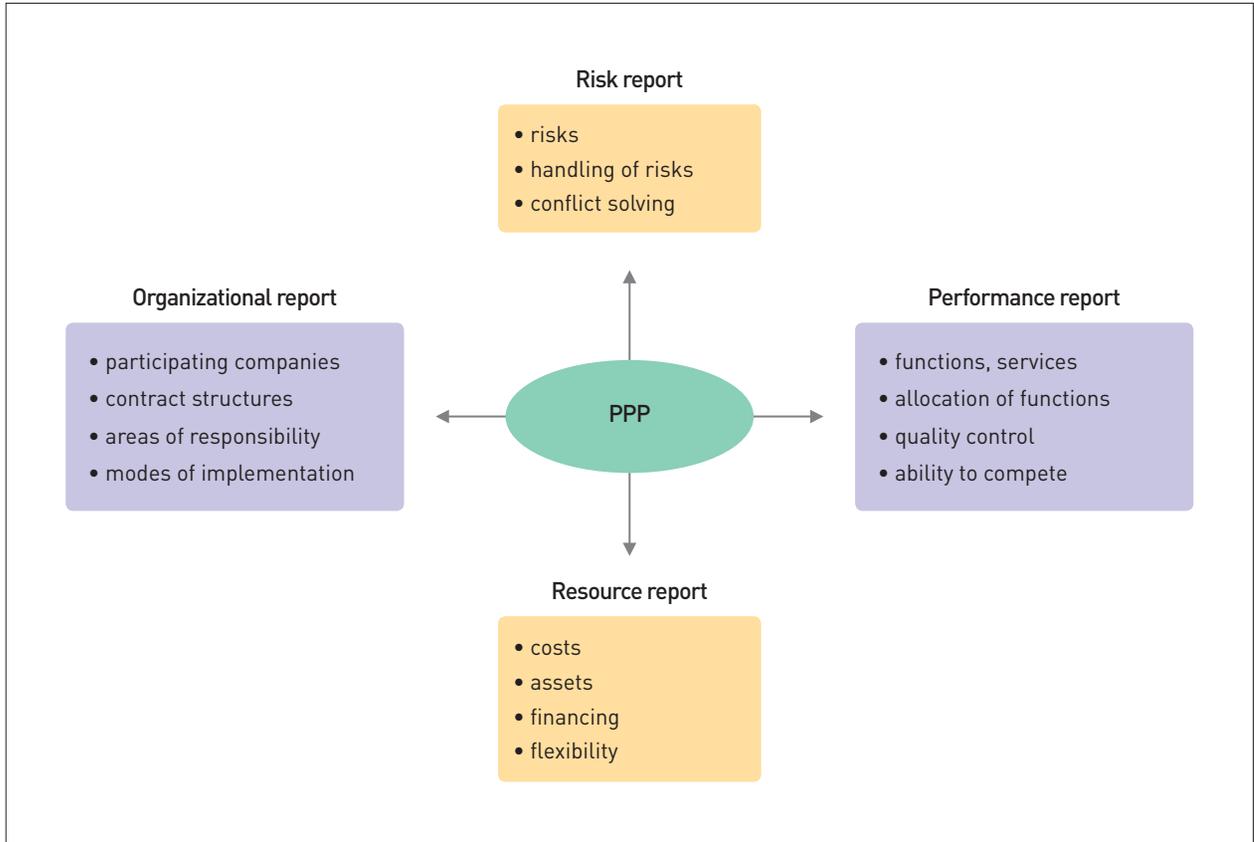


Fig. 3. Elements of transparency report
 Source: Schuppert (2011): p. 297

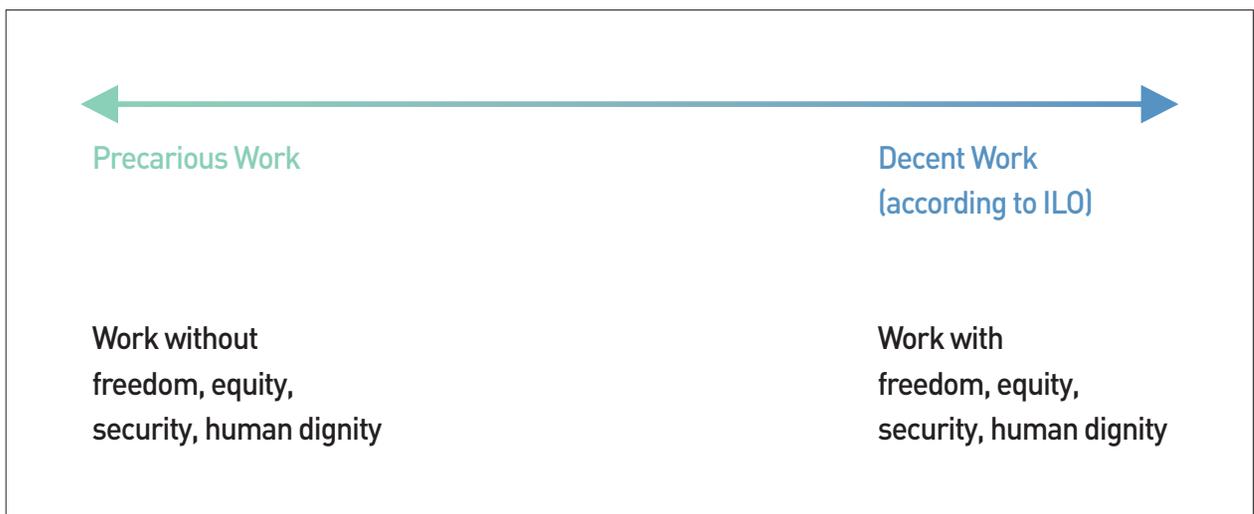


Fig. 4. Work Decency/Precarity Continuum
 Source: Sale (2013)

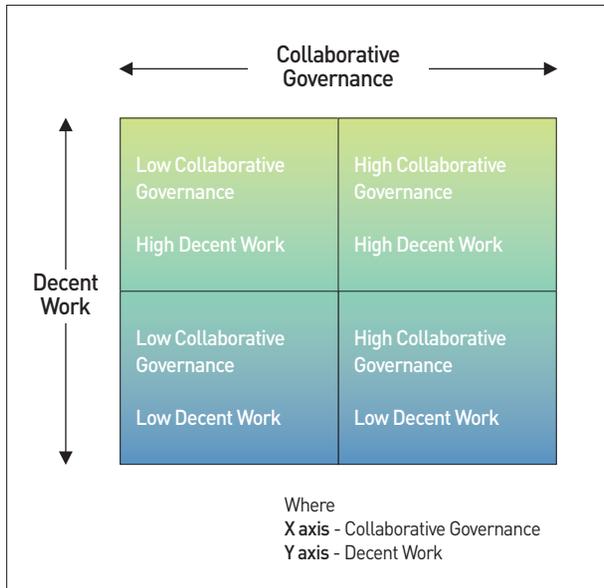


Fig. 5. Collaborative Governance- Decent Work Matrix



Fig. 6. The trust-building loop⁸

Source: Huxham and Vangen (2008), p. 34-35. See Sale (2011).

But, as already noted, trust is significant. Trust is also an indispensable building block for collaboration, as emphasized by Huxham and Vangen (2008) in the following trust-building loop. They argue that there can be two starting points: one based on reputation or past behavior or on more formal contracts and agreements, the other involves risk taking <Fig. 6> (O’Flynn and Wanna 2008: 34-35).

That is why the transparency report is important as a governance instrument that can help build trust among partners and stakeholders.

6. CONCLUSION

By and large, information exchange, action or movement harmonization, resource sharing, and capacity enhancement are taking place in the Technohub, particularly as between UP and Ayala Land. IT-related companies and other facility users are also benefiting from the collaboration, but these establishments are mostly service firms, rather than manufacturing firms. The need for more research and develop-

ment has been articulated by academe. The number of actors involved is high. There is mutual development and a somewhat close contractual coupling among most of the actors, albeit some issues, e.g., health of shift-workers and lack of voice mechanisms, tend to suggest that a governance instrument for managing risk and encouraging transparency is necessary. Such an instrument is also vital for trust building. Whether or not there is a high level of collaborative governance and low level of decent work in workplaces at the Technohub (in particular) and science and technology parks (in general) is worth studying in future researches. Such researches should also be able to assess the effectiveness of public-private partnerships as a delivery mode for science and technology parks, i.e., the extent to which they increase the commitment of the private partner and improve the provision of public services particularly in science and technology research and development. In this sense, research and development is regarded as a public good. The contractual arrangement covering the PPP may thus be improved along these lines.

⁸ Ibid.

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WEBSITES

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