

Participatory Local Governance and the Protection of Vulnerable Sectors

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Outline of Presentation

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- II. Barangay Governance
- III. Participatory Local Governance (PLG)
- IV. Case Study Sites
- V. Research design
- VI. Key findings
- VII. Bantay-Banay
- VIII. Conclusion

Introduction: Local Governance

- Dominant view of local politics emphasize patronage, factionalism, and bossism
- Changing landscape in many local areas
- Transformation of local politics through participatory tools and active CSO participation
- Civil society engagement since 1987 led to new legislation and multi-stakeholder processes
- The LGC of 1991 provided windows for local participation

Introduction: Local Governance

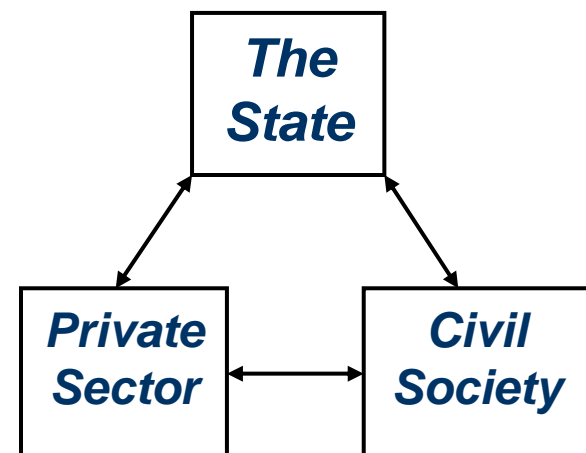
- Study of local politics should emphasize the dual features of patronage and participation
- Presence of network of reformers in specific local areas that enable participatory interventions to work
- Weak link is national government enforcement of laws on participation and scarce financial and technical resources

Paper Objective

- To consider the key findings of the research project on the Batman program
- To explore how local governance mechanisms are being developed to enable the participation and development of vulnerable sectors, especially women

Civil Society Participation in Governance

- The democratization process in the Philippines since 1986 has been characterized by the increased participation of NGOs in promoting good governance.
- Non-Government Organizations (NGOs) belong to civil society.
- Civil society refers to the intermediate realm of associations located between the state and the market. These groups are voluntary in nature, relatively autonomous, and imbued with interests and values. (White:1994)



Democratization and Decentralization

- Minimum conditions for civil society to flourish
 - Existence of democratic space
 - Citizen vigilance in resisting exclusionary processes
- Demand for decentralization also fueled by efforts to apply the principles of efficiency and subsidiarity
- The LGC of 1991 laid down the framework for central-local government relations
- Decentralized functions included public health, agricultural governance, supervision of environmental resources, and infrastructure facilities
- Key feature is the fiscal autonomy granted the LGUs to better support its programs and activities

Local Mechanisms for Participation

- Local initiative and referendum
- CSO participation in local development councils, and special bodies
 - Local Health Board
 - Local School Board
 - Local Peace and Order Council
 - Local Pre-qualification, Bids and Awards Committee
 - Other optional bodies (local environmental council, local tourism council)

Barangay Governance

The Barangay

- The barangay is a basic administrative unit and key arena for democratic engagement
- There are more than 42,000 barangays
- Under the Local Government Code of 1991, the barangay is empowered to:
 - a. Conduct project planning, development and monitoring
 - b. Exercise fiscal autonomy through its power of taxation
 - c. Enter into contracts
 - d. Develop mechanisms for conflict resolution
 - e. Exercise eminent domain

Barangay Governance

- Civil society participation is mandated in the following bodies:
 - a. Barangay development council
 - b. Pre-qualification, bids, and award committee
 - c. Local peace and order council
 - d. Local school board
 - e. Local health board
- Other mechanisms include:
 - a. Power of recall
 - b. Power of initiative and referendum

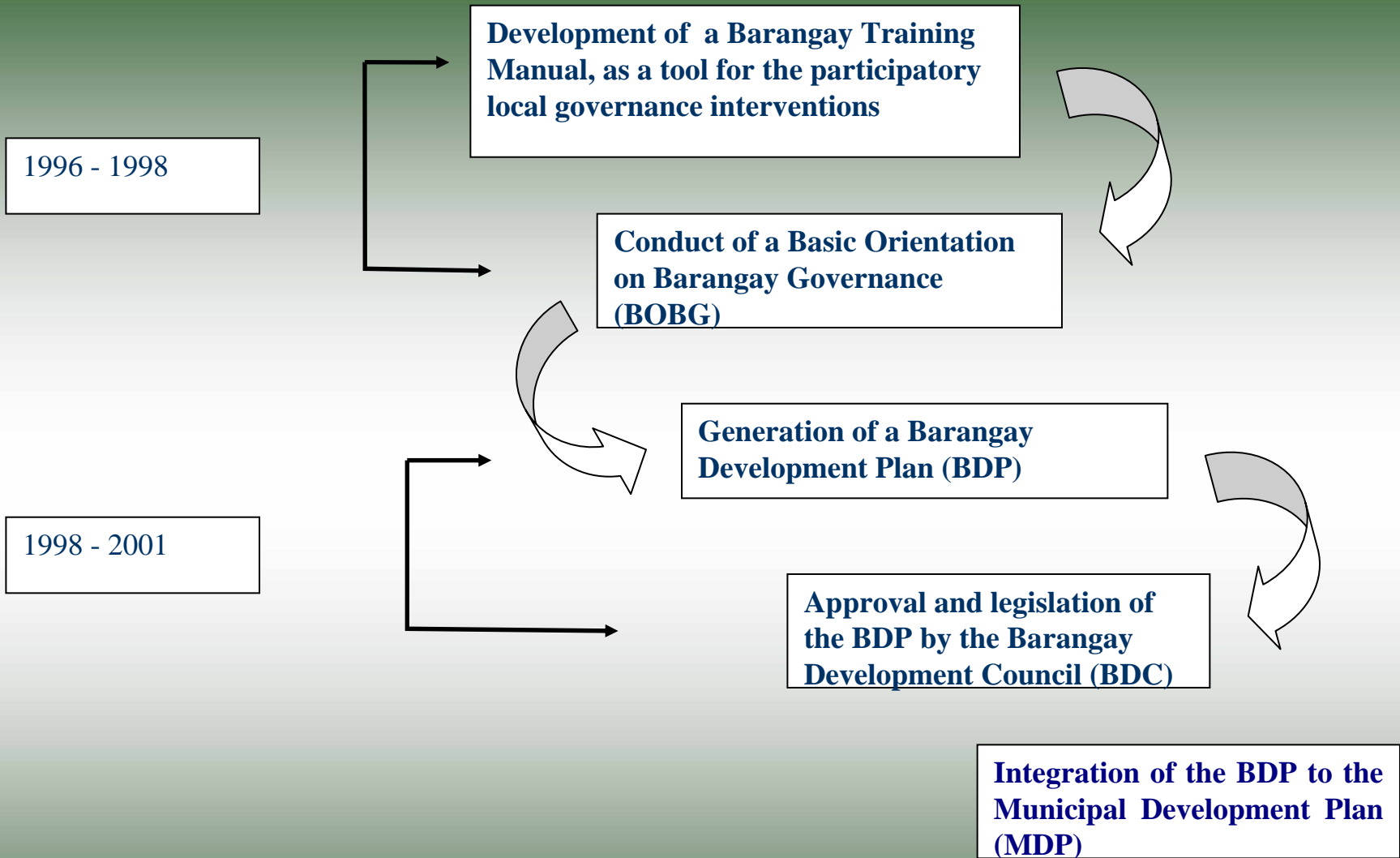
Barangay Governance

- The consent of the barangay is required before any development project in the local area is undertaken
- Public participation extends to all stages of project planning and implementation
- Participatory governance mechanisms are embodied in other laws, including the 1992 National Integrated Protected Areas Act (protected area management board), the 1997 Indigenous People's Rights Act (ancestral domain management board), and the 1998 Agricultural and Fisheries Modernization Act (fisheries and agricultural resources management board)

Participatory Local Governance (PLG): Capacity Building Project

- In 1996, a coalition of civil society organizations embarked on a Participatory Local Governance (PLG) or Barangay Training and Management (Batman) Project with funding support from the Ford Foundation
- Started with a focus on voters' education for the 1997 barangay elections
- The civil society coalition of 29 organizations came to be known as the Barangay-Bayan Governance Consortium (BBGC)
- In 2001, the coalition split into two: the BBGC and the Local Governance Network (LGNet)
- The project was conducted in 877 barangays

Participatory Local Governance Training Flow Chart



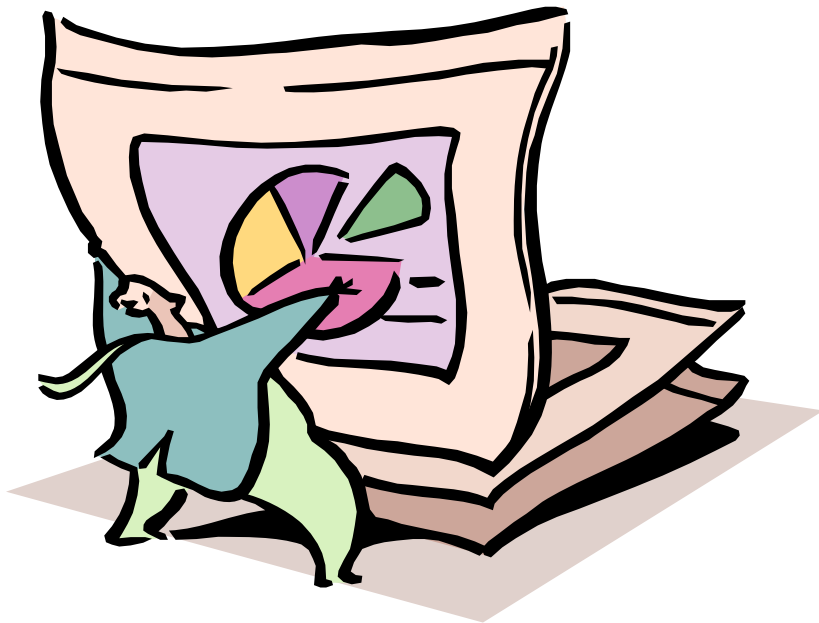
Notes:

This flow chart is reflective only of those barangays that have been able to have an approved BDP
There are still barangays that have not been able to legislate a BDP

Research Design

- The main objective of the research study is to determine the improvement in the quality of local democracy and development resulting from the PLG interventions
- Case study methodology was used through a paired comparative assessment of a PLG barangay and a non-PLG barangay
- The research project identified a team of academic and NGO partners for the case studies
- A standard set of indicators and instruments were used for the key informant interviews, focus group discussions, quality of life surveys, and document research.

Evaluation Criteria



- **Good Governance**
- **People Empowerment**
- **Quality of Life**

Good Governance

- Transparency
- Accountability
- Participation
- Conflict Management



People Empowerment



- Policymaking
- Resource mobilization
- Project implementation
- Social capital formation

Quality of Life

- Income
- Infrastructure
- Resource tenure improvement
- Basic social services
- Environmental and resource management



Case Study Sites

- 14 PLG barangays that have approved BDP and 14 non-PLG barangays
- 4 PLG barangays in Luzon, 6 in the Visayas, and 4 in Mindanao
- Varied socio-economic contexts (highly urbanized, urbanizing, upland, fishing communities, and those engaged in lowland agriculture)

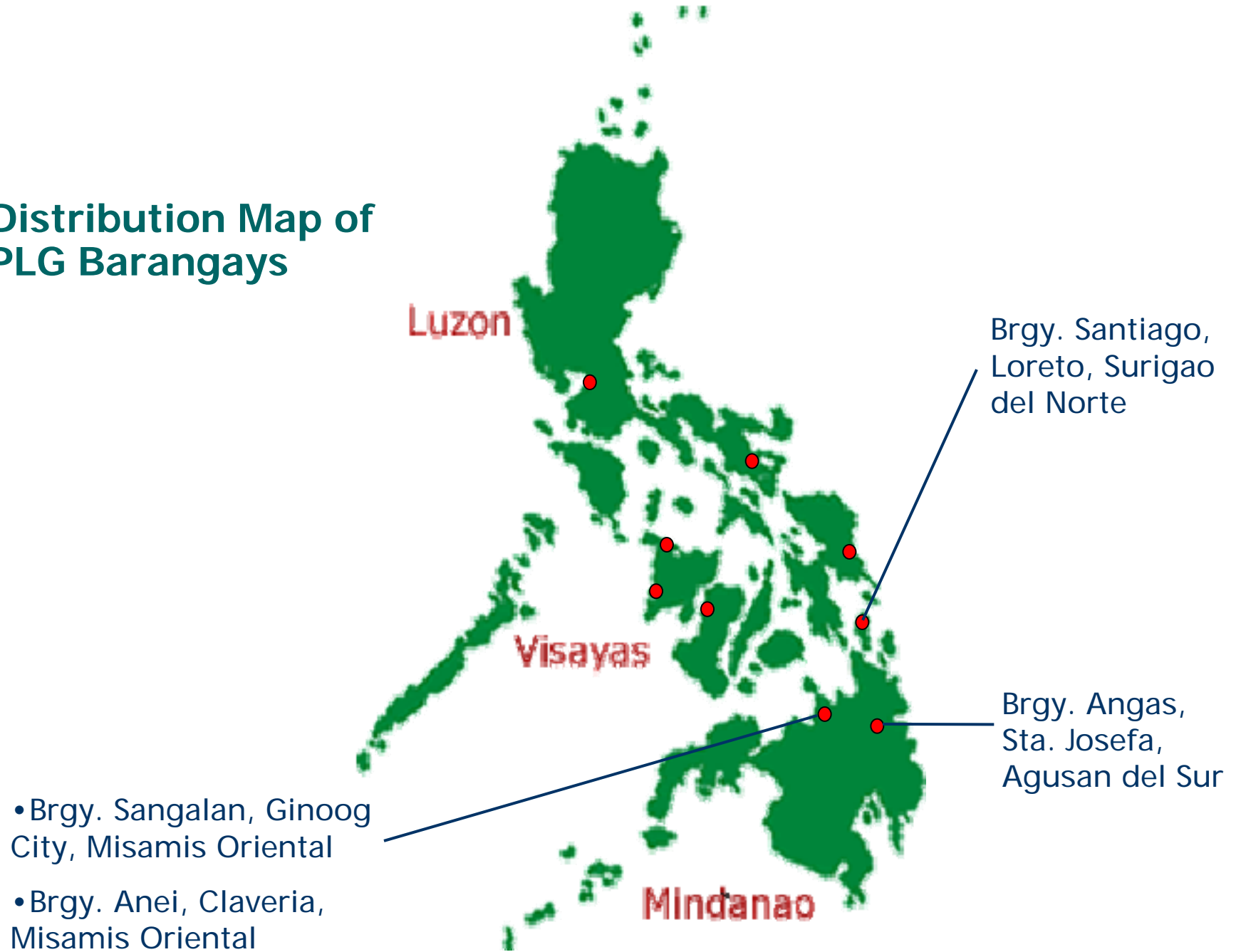
Distribution Map of PLG Barangays



Distribution Map of PLG Barangays



Distribution Map of PLG Barangays



Key Findings

Transparency and accountability

- High valuation on the importance of NGOs and POs by both officials and residents
- BDP resulting from PLG intervention is not only more comprehensive but also more feasible
- Increased familiarity among residents of the formal and informal governance processes
- People's perception on the importance of transparency in barangay governance is only recently and slowly being realized

Key Findings

Transparency and accountability

- PLG barangays were able to encourage wider public participation through the increased levels of awareness and acceptance of the roles and responsibilities of barangay officials.
- Openness and leveling of expectations placed more pressure on the officials to perform better and deliver outputs
- Much is yet to be achieved in the area of accountability
- Barangay officials' perception of having multiple functions oftentimes leads to relationships of patronage

Key Findings

Service Delivery

- Identification of clear goals for programs and projects to be undertaken
- Shift in prioritizing projects from aesthetic considerations toward projects necessary for the advancement of economic well being
- Need to strengthen monitoring of project implementation

Key Findings

Participatory Budgeting and Resource Mobilization

- Transfer of skills in participatory development planning and budgeting
- Inclusiveness of processes and reflection in important documents and outputs empower citizens to affect local decision-making processes
- Increased capacity of the barangay to source out funds to support projects
- Adequate consultation also ensures sustainability thru the sharing of resources

Key Findings

Conflict Management

- Paralegal education skills advancement and networking technology (PESANTech)
- Strengthening of claim-making rights of marginalized residents
- Paralegal clinics as avenues to identify strategies and tactics
- Strengthening of justice and peace seeking structures

Bantay-Banay Program, Cebu City

- Organized by Lihok-Pilipina Foundation, Inc. in 1991 and 1992 to address women beneficiaries' difficulties in continuing their participation in credit and livelihood programs because of domestic violence
- Conducted research on the prevalence of the situation and gathered support and resources to launch a campaign against domestic violence in Cebu City
- Includes community organizing at the barangay level, gender sensitivity training and information drive, formation of core groups, area task forces, and inter-agency committees
- Gender sensitivity training for LGUs and agencies (including hospitals) to equip them when handling referrals from the communities

Bantay-Banay Strategy

- Ensure LGU funding and support through legislation and allocation via the inter-agency committees to sustain operations
- Instituting a referral system that involves both private and public agencies (police and peace officers, lawyers, health providers, social workers, and local government officials)
- Mainstream domestic violence concerns from a personal/family issue into a public issue requiring legislation and budget support
- Identification of anchor NGOs or agency to follow on the commitments and activities of the inter-agency committee

Tools Developed and Service Provided

- Direct Service – medical and medico legal check up, counseling, legal assistance, temporary shelter and livelihood referral
- Direct Action – stopping ongoing violence, prevention of further violence, mediation, temporary shelter, police blotter, documentation
- Training – on basic gender sensitivity, violence against women (VAW) framework and concepts, laws and legal processes, crisis intervention and counseling, couples/family dialogues, GAD budgeting for LGUs, special laws, and VAW in relation to housing, health, and other issues
- Advocacy and Media Work – monitoring of court hearings and media attention

Participatory Structures and Processes

- Barangay level – Bantay Banay Volunteers Network
- City or Municipal level – Bantay Banay Inter-Agency Council
- Provinces and Regional – for referral of cases that need inter province intervention (i.e. court cases), and lobby for national laws/policies
- Development of partnership arrangements for cross referral of cases, technical support, joint advocacy and lobbying, and information sharing

Output and Outcome of Bantay Banay Interventions

- Effective GAD Budget Allocation
- Institutionalized feedbacking and monitoring among different agencies
- Local concerns are addressed through national policies
- Mainstreaming in governance

Gains from Participation and Impact Generated

- Cross referral among agencies to prevent not response or dismissal of cases if the agency cannot provide the needed service
- Increasing awareness and active participation among the male population
- Availability of more reliable data on the prevalence of domestic violence as more victims feel empowered to report incidents
- Budget allocation from the barangay level to the city/municipal, and other agencies for training of volunteers and for intervention

Replication and Enabling Factors

- Importance of anchor agency to champion the cause
- Importance of community organizing for direct services and action
- Mainstreaming of domestic violence as a governance issue to secure government officials and other stakeholder support through policies and budget allocation
- Formation of a working inter-agency committee to respond and work beyond government mechanism and further equip them with skills to handle cases referred to them
- Presently, Banay Banay is replicated in many cities and municipalities, including: Bantay Panimalay in Tacloban City and Victorias City, Bantay Familia in Naga and Legazpi, Bantay Abuso in Calbayog and Misamis Occidental, Bantay Banay in Cagayan de Oro, Malaybalay, General Santos and Butuan, Bantay Tahanan in Orani-Bataan, among others

Conclusion

- PLG enables citizens to take greater control over political processes, hold public officials accountable, and ensure public policies and programs are responsive to their needs and concerns
- Through participation, skills and confidence on policy negotiations are enhanced
- In the PLG barangays, there is still a need to achieve a level of active and critical participation, specially in monitoring activities
- There is also a need to transfer the skills and participatory processes to second-line leaders
- Educating non-PO members on civic participation is also crucial

Conclusion

- The PLG intervention can be strengthened by building social capital to foster coordination of projects among national government agencies, LGUs, and civil society
- There is a need for a multi-level approach to upscale PLG interventions to the city/municipality level
- Community organizing, formation of inter-agency committees, and the mainstreaming of gender and development concerns among LGUs is important to better attend to the needs of vulnerable sectors
- Research is important in order to track and monitor the impact of participatory local governance