

TECHNOLOGY OF PARTICIPATION

Barangay Biruk, Dupax del Sur, Nueva Vizcaya

Stakeholder ownership is a favorite word in development circles nowadays. Lack of it is now often identified as a reason for project failure no matter how well designed and implemented it was. Thus, participation of those that would be affected or can affect the success of a program or project is encouraged as early as the planning stages. Participation, however, takes time and can entail costs. There is therefore need for rapid and cost-effective methodologies for soliciting participation. The technology of participation is one of them.

Context

Barangay Biruk is one of the 275 barangays of the province of Nueva Vizcaya. The province is located some 268 kilometers north of Manila. Barangay Biruk belongs to the Municipality of Dupax Del Sur, one of the fifteen (15) municipalities of the province. As of 2000, the barangay had a population of 651 people distributed among 112 households.

The Planning Method

The Nueva Vizcaya Barangay Planning-Budgeting-Monitoring and Evaluation (BPBME) used the Technology of Participation (TOP) as its planning methodology. The TOP was introduced in Nueva Vizcaya by the Governance for Local Democracy Project (GOLD) of the United States Agency for International Development (USAID). In 1995, the Provincial Government of Nueva Vizcaya accepted the offer of USAID to be part of the GOLD project. The USAID contracted the Associates for Rural Development (ARD) to provide technical assistance. The provincial government held a multi-sectoral workshop to identify its top priorities. One of those was the strengthening of the barangays as the principal venue and instrument for development planning and the delivery of basic social services.

Pilot Testing. An ARD Participation Consultant trained several batches in the use of the TOP as a methodology for improving participation in the barangay planning, budgeting, monitoring, and evaluation process (BPBME). The first batch of trainees designed a workshop for barangay planning and pre-tested this in Barangay Biruk, a village in the municipality of Dupax del Sur.

Technology of participation is an "activity planning that revolves around the use of facilitative techniques in discussion, workshop, and action planning" and allows

citizens and leaders to collectively identify feasible methods and move toward action." ² The TOP as a planning methodology involved different methods.

Discussion Method. This is a method of asking questions designed to provide an environment for focused and productive dialogue, elicit different perspectives from the participants, and deepen their insights on the issue at hand. There are four types of questions representing four different levels of awareness: *objective questions* that established facts; *reflective questions* that explored initial reactions and responses; *interpretative* questions that invited critical thinking on a topic; and *decision/* questions that probed possible courses of action.

Workshop Method. The method generates various ideas and options about addressing an issue and prepares the participants for making decisions about them. It has five steps: setting the context for discussion: brainstorming, clustering the different ideas; giving these a title; and reflecting on the process that has just happened.

Action Planning Method. The action planning method centers around three questions. Where do we want to go? Where are we? How do we get there? In this portion, the group develops strategic directions and a mission statement, identifies key actions and schedules them.

The first design of the Barangay Planning and Budgeting Workshop (BPBW) in Nueva Vizcaya had six activity modules and lasted for three days. It was still called the Barangay Planning and Budgeting Workshop because it had no Monitoring and Evaluation Component.

Session Two: Current Reality Dialogue. This brought to the surface the local situation and served as a sort of icebreaker and energizer to get the participants to start talking and participating in small group discussions.

Session Three: Practical Visioning Workshop. The participants shared ideas to formulate a development vision for their barangay.

Session Four: Strategic Directions Workshop. The participants formulated actions needed to achieve the vision.

Session Five: Activity/Project Planning. The participants translated the actions into specific projects or actions wherein the *key* tasks, cost estimates and responsibility centers are identified.

Session Six: Inputs on the Barangay Budgeting Systems and its Links to the Activities and Projects planned. In this session, the Barangay Development Council (BDC) adopted the Barangay Development Plan (BDP) as the basis of the Annual Budget to be approved by the Barangay Council through an appropriation ordinance. The BDP consisted of the Current Reality Statement, the Practical Vision, the Strategic Direction and the Program for the Next Three Years, and the Specific Activities/Projects planned.

The six sessions were:

Session One: Opening Program. This created a participatory environment. The objectives of the workshop and the approach were explained as well as the values and mandates of the barangay based on RA 7160 or the Local Government Code.

Revising the Design. The facilitators and the GOLD consultants came together to assess the experience. The pilot was deemed successful. The evaluation questionnaires distributed among the participants and collected thereafter showed that the participants were satisfied with the process. The process could be shortened further from three (3) to two (2) days. On the issue of replication, the facilitators and GOLD consultants agreed to write a manual based on the revised design.

The revised design of the BPBW included preparatory activities that would enhance the effectiveness of the BPBW. These were the provision of planning data, maps, and other workshop materials, the recording of attendance, and the presence of technical assistance providers. It had seven (7) sessions instead of six (6).

Session One was the Orientation and Preliminary Inputs. The Municipal Planning and Development Coordinator and the Department of the Interior and Local Government (DILG) field operations officer were invited to provide inputs.

Session Two was the Current Reality Dialogue. The session made use of data, maps and the Barangay Profile to validate and give substance to the intuitive perceptions that the participants shared regarding the local development situation. The session introduced ways to help participants who could not read and write to fill up the metacards.

Session Three was the Practical Visioning Workshop. Measures were introduced to motivate the more "gifted" participants to lead the process in crafting the vision statement in the local language or in English.



Session Four added Three-Year Programming to the Strategic Directions Workshop. The key actions were programmed to be implemented over a three-year span. Annual activities that recurred were categorized under "continuing activities".

Session Five was renamed the Project/Activity Identification, Planning, and Prioritization. A new step was added that involved the clustering of actions under one activity or project. The activity/project plan matrix were filled up and reported during the plenary session. Like the previous design, the participants chose their priority projects by voting, with the project garnering the highest number of votes ranked priority number one.

Session Six remained the Inputs and Discussions on the Barangay Budget. Two new steps were added, namely the filling-up of the actual prescribed budget form and the computation of Income and Expenditure Projections.

Session Seven was the Plan-Budget Consolidation that sought to link the Proposed Budget to the Development Plan. Next steps and post-workshop plans were agreed upon.

At the beginning of 1998, GOLD Project Consultants and facilitators again revised the design. They introduced a monitoring and evaluation session to complete the project *cycle* and to address the problem of sustainability. The new design was called the Barangay Planning, Budgeting, Monitoring, and Evaluation (BPBME) Workshop.

The new design had nine (9) sessions:

Session One was the usual Orientation and Preliminary Inputs.

Session Two was Monitoring and Evaluation. It went through five steps.

Step One: Punong Barangay's Report

Step Two: Discussion and Filling-up of the Project Status Tracking Matrix

Step Three: Discussion of Critical Success/Failure Factors

Step Four: Filling-Up of the Follow-up Activities Matrix

Step Five: Discussion Workshop on the Four Most Significant Changes

After One Cycle of Planning-Budgeting.

Session Three was the usual Current Reality Dialogue minus the discussion on Recent Accomplishments, which had been tackled in the Monitoring and Evaluation Session.

Session Four was the Revisiting of the Barangay's Practical Vision and Strategic Directions.

Session Five was the Setting the Desired Victories for Another Year.

Session Six was the Review of the Three-Year Program and Identification of Activities based on Year 2 actions.

Session Seven was the Activity/Project Planning and Ranking of Priorities.

Session Eight was the Budget Inputs and Discussions and Analysis of Projects.

Session Nine remained the Plan-Budget Consultation.

Results

This second BPBW was tested in other GOLD Project sites like Bulacan, Sarangani, General Santos City, North Cotabato, and Capiz. The other sites suggested the use of Minimum Basic Needs (MBN) data in the Current Reality Dialogue. The MBN was included.

The Second BPBW Design became the basis for designing the Municipal Planning and Budgeting Workshops. By the end of 1997, around 100 barangays in Nueva Vizcaya had undergone the BPBW.

This case is based in large part on two cases written by the editor of this collection for Ateneo School of Government entitled, Choosing A Barangay Planning Budgeting-Monitoring And Evaluation (BPBME) Model: The Case of Nueva Vizcaya (A) and (B).

¹ *Eden 6 Tamayo, People's Participation in an Alternative Barangay Development Planning (BDP) Design for Nueva Vzcoya, Undergraduate thesis for a Bachelor in Science in Development Communication. University of the Philippines-Los Banos October 1999, p. 25*

² *Tamayo citing ARD-Gold's Technology of Participation: Basic Group Facilitation Methods, p.7.*

PARTICIPATORY AND GENDER-SENSITIVE PLANNING

Barangay 4 (Marina), San Jose de Buenavista, Antique

People's participation is an essential component in development planning. This case illustrates how a barangay involved its residents in development planning to address community concerns like resource management and gender and development.

Context

Barangay 4, or Marina as residents fondly call it, is one of the six (6) coastal barangays of the municipality of San Jose de Buenavista, Antique province. The barangay is located in the southwestern portion of the municipality facing the Cuyo East Coast. In 1999, it had a population of 2,556 belonging to 426 households. The barangay has five (5) *puroks* or zones. The barangay is the gateway to the province of Antique because it hosts the San Jose Port. The primary sources of livelihood in Barangay 4 are fishing, employment in government and private offices, and providing different kinds of services. Also popular is fish vending.

The Project

Barangay Marina boasts of comprehensive and welldeveloped plans covering key activities and issues confronting it.

In 1999, the governor adopted Barangay Marina and the five other coastal barangays of San Jose (Malaiba, Maybato Norte, Maybato Sur, Purok Pigado of Barangay VIII and Son Angel) as the province's pilot and showcase for a Coastal Resource Management project aimed at poverty alleviation and sustainable development, restoration, conservation, and proper management of coastal resources.



Barangay Assembly. The provincial government introduced the project to the barangay in an assembly attended by different sectors in the province like the fisherfolk, youth, women, persons with disabilities, elderly, and businessmen and women.

PCRAGEN. The following month, a team that would train the barangay in Participatory Coastal Resource Appraisal with Gender Focus (PCRAGEN) was created and trained.

In June 1999, representatives of the different sectors in the barangay underwent training in Module One of PCRAGEN. Conducting the training was the PCRAGEN team in collaboration with the staff of the Provincial Planning and Development Office (PPDO). In Module One, the participants learned:

- Historical Time Line Making

- Social Mapping
- Coastal Resource Mapping
- Water and Sanitation Mapping
- Livelihood and Environment Transect Charting
- Twenty Four (24) Hour Activity Charting
- Responsibility, Control, and Labor Charting

The output of the Historical Time Line Making was a history of the barangay. The past was reconstructed to understand the problems of the present and the challenges and possibilities of the future.

The Social Mapping yielded an inventory of socio-economic infrastructure projects and structures in the barangay and their location. Examples of socio-economic infrastructure were schools, day care centers, barangay hall, chapels, water facilities, roads, and pavement.

Coastal Resource Mapping identified and located existing coastal/marine habitats and resources and the type of gears and methods used by the fisherfolk to catch fish. Example of marine habitats were sandy beaches, coral reefs, rocky shoreline, mangrove forests, and sea grasses. The route taken by commercial vessels were also traced in the map.

As the name implied, Water and Sanitation Mapping identified and assessed existing water resources, health and environment sanitation facilities and practices. Health and environmental hazards that were threatening or could threaten the community's well-being were also identified.

The Environment and Livelihood Transect Mapping produced a physical profile and the socio-economic condition of the barangay, specifically the people's source of income, their educational attainment and skills, the crops they produced, and their tenurial status on both residential and farm lands.

The Twenty-Four Activity Mapping dissected the typical day of a Marina resident, providing information on what people do on particular hours and the time *they* spent for certain activities. It differentiated the activities of men and women, finding out how much time women and men devoted to different activities.

The Responsibility, Control, and Labor Charting Exercise showed how much time men and women spent in reproductive, productive, community, and leisure activities. It also described the different roles of women and men in these activities. The chart pointed out who had access to and control over household resources.

Barangay Development Planning. In August 1999, after different maps and charts had been completed, the training team conducted Module Two. Using the outputs of Module One, problems of the barangay were identified and prioritized using the Delphi method. The problems of the coastal areas were illegal fishing, encroachment of large fishing vessels, lack of livelihood opportunities, lack of enforcement of fishery laws and declining fish catch. The participants also learned how to draft Vision, Mission, Goals, Objectives, and Strategies.

The team and the staff of the Provincial Planning and Development Office (PPDO) guided the barangay officials and residents in formulating a five-year

Gender Sensitive Coastal Resource Management Strategic Plan and one-year Barangay Investment Plan. The planning approach was participatory emanating from the bottom going up.

Some of the outputs of the planning were:

Vision/Panan-awan: We look forward to a well-developed clean, peaceful and bad-fearing community, with active, happy and cooperative residents working together towards ecologically balanced environment and sound barangay management to enhance development

Mission/Hirikuton. Promote productive use of resources and enhance the quality of life of the constituents

To provide continuing education programs or values education and strong faith in God

- *To implement programs and projects designed to improve the quality of life of the people,*
- *To provide sound management and control of resources;*
- *To promote safe and healthy environment*

The other five coastal barangays underwent the same process. Together, the six (6) barangays held a joint planning session.