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# **THE STUDY ON PARTICIPATORY APPROACH (PA) IN THE PHILIPPINES**

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## Abstract

To contribute to the planning and implementation of participatory development project, Participatory Approach (PA) in the Philippines was analyzed and compiled, and its resources persons and institutions were identified. Furthermore, to understand measures to enhance the effectiveness of PA, Legazpi PLSD project was analyzed by conducting impact analysis workshops to People's Organizations and Technical Working Group of the City.

As a result, PA in the Philippines brings foundation of sustainability and self-reliance by way of conducting conscientization and organizing, so called, social preparation. And elements of politicization declined after Aquino government which opened the democratic space in the country. The NGOs have started to focus more on specific uplift of the livelihood of poverty sectors.

On the other hand, as a result of impact survey of Legazpi PLSD project, the study found out the fact that not only the people's organizations, but also the Legazpi City government has great changes in terms of its knowledge, capacity, and even norms and projects.

Lastly, following five conditions were discussed as the recommendation for the further effective planning and implementation of participatory community development project;

1. To utilize PA in Conscientization, Organizing and Project Implementation Process
2. Selection of Development Strategy and Project Based on Research and Analysis of Target Local Society and Community using PLSD Framework
3. Formation of Collaboration/ Consultation Mechanism among Local Community, Local Government and NGOs
4. Not a Issue Based/ Sector Based One Shot Approach, But a Mid to Long Term Area Based Approach
5. Consolidation of Social Foundation toward Self-reliant and Sustainable Development

## 要旨

参加型開発プロジェクトの計画及び実施に貢献するため、フィリピンにおける参加型アプローチ（PA）を分析し、まとめた。同時に、参加型アプローチのリソースパーソン及び機関を特定した。さらに、現状の参加型アプローチをさらに効果的に実施する手法の実践例としてレガスピ PLSD プロジェクトをとりあげ、現地でインパクト調査を実施することにより、事業の効果およびその要因を分析した。

結果として、フィリピンで開発された参加型アプローチ（PA）は意識化・組織化からなる社会的準備を重視することにより、組織化された住民組織は高い持続性および自立性を確保していること、また、参加型アプローチ（PA）の誕生当時に見られた「政治化」の要素は、アキノ政権以降に開けた民主的スペースの拡大により後退し、より具体的な生活状況の改善に向け、NGO および政府による開発プロジェクトに生かされていることなどが確認された。

一方、レガスピ PLSD プロジェクトのインパクト調査においては、住民組織のみならず、レガスピ市政府の側にも知識や技術だけでなく、規範やプロジェクトにまで大きな変化が見られた。

最後により効果的な参加型地域開発事業を計画・実施する方法論として PLSD プロジェクトの形成に必要な以下の5つの要件が提言として議論された。

1. 意識化、組織化およびプロジェクト実施のプロセスに PA を活用すること
2. 適切な開発戦略および事業を選定するために、対象地域の調査分析を PLSD 枠組みを用いて実施すること
3. 地域コミュニティ、地域行政、NGO 間で効果的な協議・共同メカニズムを形成すること
4. 課題ベースまたはセクターベースの短期的なアプローチではなく、中・長期的な地域ベースのアプローチを用いること
5. 自立的・持続的な開発に向けた地域・社会基盤そのものの強化を目指すこと

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# 1. Introduction of the Study

## 1-1 Background

In implementing participatory social and rural development, it is essential to properly grasp the needs and situation of a local community and promote participation of local people. JICA has been implementing projects which include people's participation or which aim for the comprehensive development of rural communities. However, there has not been established methodology of effective participatory community development or list of resources (human resources and institutions) which can implement such projects effectively. Therefore, outcomes of some projects have not been attained as expected.

When practicing participatory community development, it is indispensable to have a certain level of 'Social Preparation' in which a community accumulates the process of awareness raising and organizing themselves. The process of community's accumulating experiences on awareness raising, capacity building and organization enhancement through experience-based learning is defined as 'Participatory Approach'. It requires continuous and accumulative experiences of action and reflection, not merely by holding workshops using tools such as Project Cycle Management (PCM) and Participatory Rural Appraisal (PRA).

In the Philippines, Participatory Community Organizing (PCO) has been initiated as a methodology of community development since 1970s. It has been expanded to both rural and urban areas and being followed by most of community development non-government organizations (NGOs). Under the administration of President Corazon Aquino in '80s, collaboration between NGO and government was encouraged. Since then, the collaborative mechanism between national/local governments and NGOs has been adapted in participatory planning, implementation and maintenance of public services.

In PCO, the following steps conducted by community organizer (CO) being a facilitator are taken: 1) living in a community; 2) integrating with the community people; 3) awareness raising through issue analyses; 4) discovering potential leaders; 5) organizing a core group; 6) recruiting members; 7) establishing an organization; 8) enhancing the organization; 9) and expanding network. PCO can be considered to be almost the same as Participatory Approach, in which horizontal networking with other communities and vertical networking with government, NGO and market-related institutions are also included.

From 2005 to 2008, the Legazpi PLSD Project (Improvement of Water Resource Management for the Poverty Sector People through Strengthening Participatory Local Governance in Legazpi, Technical Cooperation for Grassroots Project, JICA) was implemented by Nihon Fukushi University. The project practiced the methodology of PLSD (Participatory Local Social Development) which include PA and people's organizations wherein two (2) puroks or subdistricts were strengthened to manage social development projects. Further, the Technical Working Group (TWG) was established in the Legazpi City Government which functioned as cross-sectoral/ government-NGO-community consultation and collaboration mechanism. In this respect, the project is considered as the best practice of implementing PA and bringing good and effective outcomes.

## **1-2 Objectives**

This study aims to contribute in the planning and implementation of similar projects through analyzing and compiling PA and its resources in the Philippines and through indicating the process and approach followed in Legazpi's case by conducting impact survey.

## **1-3 Scope and Approach**

The scope of the study for the review of PA in the Philippines included 1) papers available in the Philippines, written in English or Japanese and 2) universities, NGOs and government institutions that utilize PA in their projects. The study employed qualitative analysis based on the review of the papers and key informant interviews.

The scope of the study for the impact analysis in Legazpi was consisted of the member of Legazpi PLSD Project Technical Working Group (TWG), its departments and NGO staffs, community members of the target area of the Legazpi PLSD Project and barangay officials in Legazpi City. The evaluation workshops were held and the results were analyzed and documented in the study report with qualitative manner.

## 2. Participatory Approach in the Philippines

### 2-1 Introduction

Participatory Approach became popular in development fields since 1980s up to now. NGOs, international development agencies and even national and local government widely utilize the approach in their development programs and projects.

The study by Esman and Uphoff (1984) quantitatively showed the superiority of bottom-up approach over top-down approach by analyzing 150 cases from 49 countries from Asia, Africa, South America and Middle East. The study showed that the organizations initiated by the local people or organized by NGOs through bottom-up style achieved higher performances compared with those organized by top-down style by government. Oakley (1991) summarized the five (5) reasons of the superiority of Participatory Approach, namely; 1) Efficiency, 2) Effectiveness, 3) Self-reliance, 4) Applicability and 5) Sustainability.

We can find typical participatory approach in rural and urban development for improvement of their living conditions by way of constructing small-scale infrastructures such as irrigation system, farm- market road, water supply system or conducting projects such as microfinance, health and sanitation and livelihood that are based on the needs of local people. In all of these projects, as long as participatory, the government or NGO staffs go into the target community as facilitator. After sufficient discussions and consultations, they facilitate setting up of people's organizations, formulating action plans to solve the problems and implementing the projects.

Ohama (2007) summarized basic elements of Participatory Approach into four (4), namely; 1) Conscientization, 2) Organization Building, 3) Capability Building and 4) Networking. The essence of Participatory Approach is summarized as follows:

The Participatory Approach (PA) is to explore and facilitate the dynamic process of experience-based learning for the local people to help them become self-empowered and main actors in the development activities of their community. It accomplishes this through conscientization, organization building, capability building and networking. The PA encourages local people to participate directly in each stage of the process of project cycle management including research, planning, implementation, monitoring, and evaluation stages. Thus, they work toward problem solving in their community using their own efforts and collaboration. Further, the PA encompasses a more

profound vision of realization of a more democratic society, beyond the simple empowerment of local people for development activities.

## **2-2 History of Participatory Approach in the Philippines**

PA in the Philippines was developed as Community Organizing (CO) and has its roots in Zone One Tondo Organization (ZOTO) - Philippine Ecumenical Committee for Community Organization (PECCO) experience in 1970s.

Government-oriented rural development with its top-down character gave way to the more popular approach of the NGOs' bottom-up approach, also referred to as participatory development.

Further, Liamzon (1989) and Alegre (1996) detailed the history of participatory development in the country. In the 1960s and 1970s, the domestic and international scenarios of activism and assertion bore widespread changes. Old paradigms of development were tested by new theories of underdevelopment and revolutionary anti-colonial struggles in Cuba, Vietnam and Africa. The Second Vatican Council brought the Catholic Church toward more socially progressive directions, in sync with the direction of mainstream Protestant churches within the World Councils of Churches. The international outrage against the United States initiated Vietnam War in the late 1960s depicted activism as a venue for change. On hindsight, these developments profoundly shaped the global and national socio-political landscape, which in turn affected the history of NGOs in the Philippines (Alegre, 1996).

In the Philippines, the protest movement of laborers, peasants and students against the wealthy elite escalated into the 'First Quarter Storm'. The growth of community organizations (COs) and the liberation theology which the church adopted spurred the growth of social action centers nationwide and the Basic Christian Community movement. The COs advocated for peace, civil rights and women's liberation (Alegre, 1996).

Participatory development was tested in community organizing of the ZOTO in Tondo, Manila in the social context of the 1960s' political reform mobilization. The main proponents of CO were the Church and the NGOs, which were staffed by experienced First Quarter Storm protesters. They were greatly influenced with the ideology of national democracy.

When the Aquino regime started in 1986, the number of participatory development projects in



government program increased with NGOs becoming more engaged in socio-economic work (SEW) than in political reform. Networks of NGOs, COs and POs arose from the need to bond according to the nature of their objectives.

The social context of ZOTO was based on the 1960s and Tondo situations with its emergence from the first community organizing conducted by the PECCO. Honculada (1984) described the ZOTO-PECCO experiment in her case study - ZOTO and the Twice-told Story of Philippine Community Organizing.

Sixty-four (64) leaders and members from twenty (20) organizations in seven (7) communities founded ZOTO. In behalf of the people, ZOTO invited PECCO to establish the two-year, two-pronged program headed by Herbert White, a Presbyterian minister who was an Alinsky trainee in 1970. The first community organizing aimed to assist the Tondo urban poor in their land struggle. The CO effort was an input of student-activists, church members, and community organizations. The success of the venture challenged the top-down technocratic approach to development with a people-centered model. ZOTO succeeded in its demand from the government to deliver to the urban poor social services and land ownership during the early period of Martial Law (Honculada, 1984).

The differences in orientation among community organizers in terms of their work, personality conflicts and even the Protestant-Catholic religious differences caused the ZOTO split. The split, at any rate, led to the emergence of several new community organizing groups which were improvised on PECCO's earlier community organizing principles and methods, adding their own "modifications based on their respective situations".

Among these groups are:

- 1) SCAPS – which sent out "reflection teams" in urban areas, using the same "classical" Alinsky community organizing approach, but with less confrontation "due to harassments". Social analysis, political education and envision of an alternative society were emphasized this time, while different forms of community organizing – called "core-group formation" and "sweeping organizing (over issues with great political impact)" – were adopted;

- 2) BCC-CO – with Catholic Bishops Conference of the Philippines’ support, worked for “self-nourishing, self-governing communities”. “Step-by-step organizing”, political education “aimed to expose the realities”, building sectoral organizations, as well as network-building “for transformation” were given emphasis;
- 3) PEACE – which engaged in “sweeping sectoral organizing” using “basic social analysis” guided by “an outline of the features of an alternative society”;
- 4) Community Organization of the Philippines Enterprise (COPE) – which continued the Alinsky approach to community organizing, confronting the issue of “power for what” and clarifying visions and goals which revolve mainly around “the building of small, independent communities or sectoral organizations capable of fighting for and protecting the people’s interests”;
- 5) NGOs and non-church groups – which pursued community organizing around issues, building “people’s power” and advocating the “let the people decided” principles; and
- 6) Nationalist organizations and their allies – which aligned their community organizing efforts to the “anti-imperialist, anti-fascist and anti-bureaucrat capitalist and anti-feudal” goals of the nationalist movement.

The Catholic Church also played a part in development work in the Philippines upon penetration of the Vatican II-mandated Liberation Theology that steered the church to the progressive role of socio-economic and political advocate. Liberation theology, the Latin American Church and the various leftist ideological streams slowly began to influence young and idealistic clergy. Church people began to be more engaged with the grassroots in the course

of their evangelization work (Alegre, 1996).

The National Secretariat for Social Action (NASSA) was set up in 1967 as a clearing-house and coordinating mechanism for the Philippine Catholic Church's social involvement. In 1969, NASSA eventually adopted an analytical stance around the structural roots of the socio-economic problem. NASSA focused on justice and peace, community development and economic self-help projects as lynchpin components of its previous years. Many NGOs in the 1970s evolved from diocesan social action programs which formed many NGO leaders (Alegre, 1996).

Manalili (1990) described more clearly the relation between the church and grassroots movement, the role of the clergy, the lay ministers and the civic leaders of the various churches in the country as community organizers nationwide. Every year since 1974, seminars for church and civic leaders have been conducted and later included participants from other sectors of the country. What is noticeable in all these seminars is the growing realization that the church, in order to be relevant, must no longer limit its concern to the spiritual aspect of the lives of the people (Manalili, 1990).

The trained peasant leaders were of great help in strengthening their local farmer organizations. In 1987, continuous expansion of the peasant movement resulted to the birth of an all peasant organization, the *Kilusang Magbubukid ng Pilipinas (KMP)*. It has its own organizational machinery capable of pursuing organizing activities on its own and an education department with regional and local networks capable of conducting peasant education and training activities (Manalili, 1990).

The 1986 EDSA revolution<sup>1</sup> and the instep of the Aquino regime paved way for the NGOs to embrace open democratic existence and gain a free hand to pursue their socio-economic missions. Under the Aquino administration, government policies recognized the significant role that NGOs play in the development process (Quezon, 1989).

The new Philippine Constitution of 1987 demonstrates the government's policy towards NGOs. Section 23, Article II (on State Policies) declares:

*Section 23. The state shall encourage non-governmental organizations,*

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<sup>1</sup> The 1986 EDSA revolution (also known as the EDSA 1, or People Power) was a four-day series of non-violent mass demonstrations that toppled the Marcos dictatorship and installed Corazon Aquino as president in 1986.

*community-based or sectoral organizations that promote the welfare of the nation.*

In addition, the entire Article XIII is devoted to the Roles and Rights of People's Organizations. Specifically, Sections 15 and 16 of Article XIII states that:

*Section 15. The state shall respect the role of independent people's organizations to enable the people to pursue and protect, with the democratic framework, their legitimate and collective interests and aspirations through peaceful and lawful means...*

*Section 16. The right of the people and their organizations to effective and reasonable participation at all levels of social, political and economic decision-making shall not be abridged. The state shall, by law, facilitate the establishment of adequate consultation mechanisms (The 1986 Philippine Constitution).*

The increasing number of government line agencies actively promoted collaboration with NGOs like the Department of Agriculture-Outreach Desk, Department of Environment and Natural Resources-Outreach Desk, Department of Agrarian Reform and the Department of Labor and Employment - Bureau of Rural Workers (Liamzon, 1989).

Further, the Local Government Code (1991) became an impetus for the recognition and promotion of the important role of POs and NGOs stating that “*Local government units shall promote the establishment and operation of people's and nongovernmental organizations to become active partners in the pursuit of local autonomy*” (Sect. 34) and both for barangay and city or municipal development council, it is mandated to have “*representatives of non-governmental organizations operating in the barangay, who shall constitute not less than one fourth (1/4) of the members of the fully organized council*” (Sect. 107).

The transition from dictatorship freed the more political NGOs to pursue more intently socio-economic work along the lines of cooperative development and the economic projects of more traditional agencies. The pervading economic stagnation and the brewing crisis within the Left impelled the NGOs to double their effort (Alegre, 1996).

With the emergence of the democratic space after EDSA 1, the number of NGOs in the nation

suddenly increased. Briliantes (1992) estimated the number of NGOs as 15,000 – 30,000, and Carino (2002) estimated it around 34,000 to 68,000 (Tuaño, 2011). Among these numbers, David (1996) estimated the number of development NGOs as approximately 2,000 after excluding government-initiated NGOs, business-organized NGOs and fly-by-night entrepreneurs.

Development NGOs faced the necessities to differentiate themselves from those non-development NGOs and established federations. In 1990, a federation of development NGOs was established – the Caucus of Development NGO Networks (CODE-NGO), which is composed of 1,500 individual development NGOs as members. CODE-NGO was formed by the ten national networks in the country, namely; Association of Foundations (AF), Council for People's Development (CPD), Ecumenical Center for Development (ECD), National Confederation of Cooperatives (NATCCO), National Council of Social Development (NCSO), National Council of Churches in the Philippines (NCCP), National Secretariat for Social Action (NASSA), Partnership of Philippine Support Service Agencies (PHILSSA) and Philippine Partnership for the Development of Human Resources Rural Areas (PhilDHRRA).

In the Philippines, NGOs, Church and government shared the methodology of CO and it started to be widely utilized in their programs and projects.

## **2-2 Objective of Participatory Approach**

The Participatory Approach (PA) aims to explore and facilitate the dynamic process of experience-based learning for the local people to help them become self-empowered and main actors in the development activities of their community. It accomplishes this through conscientization, organization building, capability building, and networking. The PA encourages local people to participate directly in each stage of the process of project cycle management, including research, planning, implementation, monitoring, and evaluation stages. Thus, they work toward problem solving in their community using their own efforts and collaboration. Further, the PA encompasses a more profound vision of realization of a more democratic society, beyond the simple empowerment of local people for development activities.

## **2-3 Process of Participatory Approach**

The PA emphasizes and upholds: 1) Conscientization; 2) Organization Building; 3) Capability Building and 4) Networking discuss as follow:

(1) Conscientization is a process in which local people develop critical awareness of their life situations as well as backgrounds of and factors affecting the situations, through collective reflection and sharing of their experiences and ideas. Moreover, it is a process wherein the people generate alternative visions and ideas for the betterment of their lives and society. Through conscientization, the people nurture awareness, readiness and commitment to accept the challenge of solving their problems through collective actions.

(2) Organization building is another important task to help local people become a collective actor. It enables them to mobilize and manage their resources and experiences toward problem solving or need fulfillment. Of vital importance is the inseparable nature of the relationship between conscientization and organization building. Organization building without conscientization is like a house of cards—feeble and empty.

The combination of the two processes of conscientization and organization building is referred to as Social Preparation (SP) among PA practitioners. SP is an indispensable groundwork that must be undertaken prior to project planning and implementation in order to lay a solid foundation for development activities to be implemented successfully. The method and degree of sufficiency of the SP being performed significantly influence the development project outcomes.

(3) Capability building is realized most effectively through an experience-based learning process, based on first-hand involvement or participation of local people in project formulation, implementation, monitoring and evaluation processes. The capabilities to be fostered fall into three categories: 1) knowledge and skills required for specific sector activities, 2) organizational management capability and 3) project management capability, such as the capabilities related to planning, implementation, monitoring and evaluation.

(4) Finally, networking is another indispensable element for local people and their organizations to establish linkages and mechanisms for collaboration and coordination, as well as to acquire necessary resources, services and expertise to manage their development activities in a self-reliant and sustainable manner. It must be pursued step by step in accordance with the progress of activities and resultant necessities among different stakeholders. Networking would first be performed together with neighboring communities that share similar issues and problems. Then, it should be taken further with external supporting organizations such as local government and NGOs. This implies the

development of horizontal and vertical collaboration mechanisms among different stakeholders, or in other words, developing a synergistic link among inner and outer systems.

## **2-4 Steps and Methodology of Participatory Approach**

Community Organizing in the Philippines was first developed in ZOTO-PECCO experience. After that, upon the separation of groups, each group developed or modified the CO by their own. Also the specific situations and issues that those groups were facing influenced to develop different types of CO. For example, in the urban and rural setting, where the people look for the land title, the approach tended to be conflict-confrontation approach that was influenced by Alinsky. On the other hand, in the rural setting where the people need to improve the living standard or income level, the approach needed to develop specific social and economic projects that bring direct profit to the local community through collective actions.

While CO in the Philippines is diverse, still the NGOs that utilize CO as the main approach confirmed that following ten steps is commonly accepted as the step of CO (See ANNEX 3 reference of ANGOC);

Step 1 — Integration

Step 2 — Social Investigation (SI) or Community Study

Step 3 — Issue Identification and Analysis

Step 4 — Core Group Formation

Step 5 — Ground Work and Community Meeting

Step 6 — Role Playing

Step 7 — Mobilization or Action

Step 8 — Evaluation and/or Reflection

Step 9 — Formalization of the Community-Based Organization

Step 10 — Phase Out

However, these 10 steps of CO process are formulated based on original CO process that largely influenced by Alinsky's conflict-confrontation approach and it does not show the specific process of project formulation and management. Thus, the direct applicability of these processes is limited in such situation and it only explains the process of conscientization and organization building.

In this section, the study introduces the steps of PA summarized by Ohama (2007) as a reference, and steps taken by KALAH-CIDSS program<sup>2</sup> by Department of Social Welfare and Development will be shown as an example of PA process by government.

### **1. Community Entry and Integration to the Community**

The CD worker visits the target community, talks about the situation and issue of the community with community leaders such as barangay captain, barangay officials and other local leaders, explains the plan and method of development support and get the consensus and permission to stay in the community. While the Settle-In Style in which the CD worker lives in the community with local people during the CD work is advisable, however, depending on the situation, the Out- Reach Style wherein the CD worker just visits the community regularly can be recommended as an alternative.

### **2. Situational Analysis thru Dialog and Establishment of Mutual Trust with Local People**

The CD worker should not start the development work just after the entry. In the first stage, the CD worker must establish the mutual trust with the local people. The CD worker can do this by participating in community activities such as Church mass, wedding, funeral and community meeting as much as possible and establish the mutual understanding with local people and understand the situation of the target community. This process serves as the opportunity to share the common understanding of the situation and issue of the community and also serve as the process of training for the local people to understand and explain their situation. In this step, the CD worker understands the life style of the local people, especially, the experience of resource management and utilization, knowledge and skills of the local people and level of consciousness and way of thinking of the local people.

### **3. Understand the General Situation of the Local Community**

The CD worker should continue the discussion with local people to clearly and fully understand

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<sup>2</sup> KALAH-CIDSS is the Philippine government's flagship poverty-alleviation project implemented by the Department of Social Welfare and Development (DSWD) through the financial support of the World Bank. It stands for Kapit-Bisig Laban sa Kahirapan- Comprehensive and Integrated Delivery of Social Services.



the relations of the problem in the community and its factors or background by continuing the discussion and sharing of opinions by small groups. On the other hand, the CD worker should help local people to relate these issues with background factors so that local people can form the consensus on these issues in the community. The CD worker should collect the information on human relation, power relation and conflict of interests in the community thru this process and should understand the mechanism of communal resource management in the community and way of thinking of local people.

#### **4. Identification of “achievement oriented leader”**

Thru the process of these informal discussions with local people, the CD worker should identify the “achievement-oriented leaders” in the community. The requirements for the leaders be such are trustable, devoted, has sense of justice, has a clear understanding and expression, has an experience of oppressed and sympathy to others, has an experience of living or participating to activities outside of the community and has strong will to change. Development is a changing process, thus, it is difficult for the “traditional leader” who is to be the leader only because of his academic, financial and political background to pursue the process. So, identification and capability building of this “achievement-oriented leader” is one of the key factors for the community work. The CD worker can identify this kind of leader/s in the process of continuous discussion with local peoples.

#### **5. Formation of Core Group and Capability Building for Leadership**

The CD worker should continue the discussion with “achievement-oriented leaders” who are identified by sectors or by issues. The objectives are to facilitate for the leaders to understand the issues in the community more clearly, to describe the solution and to awake the will to tackle with the issue by themselves. The CD worker should provide the leaders necessary knowledge and skills for organizing the local people through communication skills training and enhancing the process of discussion among local people organized by local leaders themselves for their experience-based learning process. After this, the CD worker should formulate the core group composed of these local leaders. And thru their activities, the supporters and sub leaders must be identified. This is to say that in order to implement the community development effectively and sustainably, the establishment of “achievement-oriented collective leadership” is essential.

## **6. Formation of Peoples Organization**

As a next step, the CD worker should expand the discussion from the core group to the whole group or community. Here, the problem and solution discussed within small groups will be shared by whole group or community and after agreed by the local people as the problem of the community, the organization needs to be set up towards problem solving. This is the formation of self-reliant and indigenous people's organization towards problem solving. It depends on the character of the issue and situation of the target community if the PO will be organized as community-based or issue-based. If the issue is specific to a particular group, then, issue-based organizing is much appropriate. If the issue is common among the local people, such as water, education, health etc, then, community-based organization is much appropriate.

## **7. Research and Planning by the Local People**

The next step is the planning of specific project towards the solution of the common issue which was agreed by the local people during the formation of the People's Organization. In this process, local people with the CD worker collectively conduct the data collection necessary for the planning. The basic information needed are the existing resources in the community, geographical data of the community, utilization of the land, status of communal and social facilities, status of social organizations, status of member household etc. In addition to this, research and analysis of service and project of government, NGO and market is preferable if necessary. In this process, the initiative should be on the hand of local people while the CD worker is expected to support the process by providing the needed advices. The knowledge and skills for the research and analysis will be learned by experience thru the process. This data shall serve as the base for the project planning. And in planning process, in the same way, the CD worker supports the process so that the local people can learn the know-how thru experience. Here, the CD worker coordinates the provision of necessary resource and skills from the external agencies such as government or NGO.

## **8. Project Implementation and Management by the Local People**

In the same way, the project implementation and management should be conducted initially by the local people and the CD Worker should just support the process. In the process, local people will encounter many kinds of problems. These problems should be discussed with the CD worker regularly and solutions to such as risk management, coordination within the community or negotiation with external agencies shall be conducted.

Thru this process, local people will experience the “action and reflection” repeatedly and the process of *conscientization* will be progressed. And in this step, several trainings for the local people shall be provided by the CD worker and other external agencies, so that the local people can acquire the new knowledge and skills necessary for the project implementation. However, the experience-based learning is still the most important. In this step, not only the project implementation, but also organizational management of the PO will become important. The capability building for organizational management shall be conducted thru the consultation with the CD worker. The problems of project implementation and organizational management shall be discussed by the group with the CD worker and the factor for problem and solution should be identified. Local people should analyze the problem and prepare the possible solution by themselves. This experience of problem solving will serve as the base for future success.

## **9. Monitoring and Evaluation by the Local People**

The Project Evaluation shall be conducted, of course, by the local people as the main actor led by local leaders with the help of the CD worker. Evaluation will be conducted not only after the project. The “action and reflection” during the project implementation serves as project evaluation. The importance here is that the evaluation by the local people themselves is much necessary than that of by CD worker or other external agencies, since, the recognition and consciousness of the local people is the most important. At the same time, the object to be evaluated should not be limited to the direct outcome of the project. Capability, consciousness, and organization that were formed by the local people thru the project implementation and management toward the change of socio-economic structure, which is the mid-term objective of the development, should be evaluated by the local people. And, the next agenda for the activity should be identified by the local people. Monitoring and Evaluation by the local people will enhance the internalization of the perspective to the local people that can regard the specific project activity as a part of long process towards self-reliant sustainable development. And, the experience of success will further enhance the confidence and motivation of the local people for the continuous development activities.

### **KALAHI-CIDSS Program<sup>3</sup>**

KALAHI-CIDSS is the Philippine government's flagship poverty-alleviation project implemented by the Department of Social Welfare and Development (DSWD) through the financial support of the World Bank. It stands for Kapit-Bisig Laban sa Kahirapan-Comprehensive and Integrated Delivery of Social Services.

KALAHI-CIDSS project was set up in 2002 to alleviate rural poverty. The project seeks to achieve this by providing resources to poor rural municipalities for investment in public goods and by reviving local institutions for people's participation in governance.

KALAHI-CIDSS is targeted at the poorest 25 percent of municipalities in 42 of the poorest provinces in the Philippines. By December 2010, the project had covered 4,583 barangays in 200 municipalities and supported 5,645 sub-projects, worth PHP 5.7 billion benefiting about 1.26 million households. Participating communities follow very detailed participatory processes, repeated three times in each participating municipality to secure resources for investments in public goods.

The Project has three main components: 1) Social Preparation, Capacity-Building, and Implementation Support, 2) Provision of Community Grants and 3) Monitoring and Evaluation.

### **Implementing the Projects: the 16 Steps<sup>4</sup>**

KALAHI projects are implemented in target communities in four phases covering a total of 16 steps: Social Preparation, Project Development, Project Selection, and Project Implementation.

#### **Social Preparation**

Step 1. Municipal Orientation. The KALAHI is launched in the municipality. A memorandum of understanding is signed between the DSWD and the municipality. A municipal interagency committee (MIAC) is created that serves as a mechanism for inter-department collaboration. The area coordination team, which serves as the KALAHI field team in each municipality, is

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<sup>3</sup> The World Bank Group (2011) Final Survey for the KALAHI-CIDSS Impact Evaluation.

<sup>4</sup> 16 Steps of KALAHI CIDSS is quoted from The World Bank (2005) Empowering the Poor The KALAHI-CIDSS Community-Driven Development Project: A Toolkit of Concepts and Cases.

deployed two months prior to the municipal launch.

Step 2. Village Orientation. The first village assembly is held in every village within the municipality. Villagers are briefed on the KALAH! Volunteers for conducting a participatory situation analysis (PSA) are selected by their peers.

Step 3. Participatory Situation Analysis (PSA). Volunteers discuss development issues affecting the community and prioritize them. The final output is the village action plan, including the top priority problem to be submitted for the KALAH! funding.

Step 4. Validation of PSA Results. A second village assembly is held. The entire village validates the PSA results. The villagers elect the project preparation team (PPT) and village representative team (VRT).

#### Project Development

Step 5. Criteria-Setting for Ranking of Subprojects. VRTs attend a workshop where they decide the rules and subproject ranking criteria for the municipal inter-village forum (MIVF). Criteria include poverty focus, sustainability, and local contributions.

Step 6. Preparation of Subproject Concepts. PPTs, VRTs, MIAC members, municipal technical staff and local non-government organizations attend a workshop on subproject concept preparation. As a result, the subproject concept forms are prepared for each village through stakeholder consultations. A local resource mobilization strategy is formulated to generate contributions from villagers, local government and line agencies.

Step 7. Validation of Subproject Concepts. A third village assembly is held. Each PPT publicly presents the subproject concept form for validation by the entire village.

Step 8. Finalization of Subproject Concepts. A workshop for all PPTs is held for refining the subproject concept based on inputs from the third village assembly. Presentation materials to be used in the first MIVF are prepared.

#### Project Selection

Step 9. Ranking of Subproject Concepts by the Municipal Inter-village Forum. The first MIVF is held. PPTs present the subproject concepts and VRTs rank them. All the VRTs sign a resolution from the MIVF indicating the ranking as well as indicative funds allocated to

prioritized subprojects. The mayor chairs the MIVF but does not vote.

Step 10. Feedback on the Results of Municipal Inter-village Forum Ranking. A fourth village assembly is held. The results from the first MIVF are presented to the village. The prioritized villages elect the members of the village subproject management committee.

Step 11. Formulation of Detailed Subproject Proposals. Village teams, assisted by the ACT and local government staff, prepare the draft detailed subproject proposal, which includes technical specifications and detailed cost estimates. Non-prioritized villages are also encouraged to undertake technical preparation.

Step 12. Validation of Detailed Subproject Proposals. A fifth village assembly is held. The draft detailed subproject proposal is presented to the entire village for validation.

Step 13. Approval of Detailed Subproject Proposals by the Municipal Inter-village Forum. A second MIVF is held. The detailed proposals are presented and assessed by the MIVF. After verification of the required supporting documents, the subprojects are approved for funding. Verification requires a commitment letter from the MIAC, signed by the mayor, for supply of software aspects such as staff.

#### Project Implementation

Step 14. Pre-implementation Workshop. Village teams, which are attached to the village development council, are trained in construction techniques, reporting, procurement, financial management, and operation and maintenance (O&M). Concerned local government staff members also receive training.

Step 15. Subproject Implementation. Village volunteer teams implement the subproject. During implementation, a detailed O&M plan is required for the release of the second installment of funds.

Step 16. Subproject Operation and Maintenance. The village implements the O&M plan. An O&M monitoring team comprising municipal officers and the ACT tracks progress. Each village undergoes this process three times and is eligible to receive community grants on each occasion. Each cycle consists of six to eight months of preparation (steps 1-13) and four to six months of implementation (steps 14-16).

Unlike the 10 steps of CO that largely influenced by Alinsky's conflict- confrontation approach, CO process of KALAH-CIDSS program more focus on project formulation and implementation. This is a typical example of how government could adapt CO approach to their program and project. In addition, KALAH-CIDSS successfully set up the collaboration mechanism among national government, local government and local people. However, the process of conscientization, critical awareness building relatively declined, and the meaning of social preparation is only limited to organizational setups and orientations.

### 3. Human Resource Development Process of Community Organizers in the Philippines<sup>5</sup>

#### **3-1 Community Organizers as Facilitator**

The community workers who carry out these salient tasks of PA Process of (1) Conscientization (2) Organization Building (3) Capability Building (4) Networking among local people are called facilitators. They are generally either local government staff or NGO members engaged in fieldwork, working with and for local people in development projects.

Their major role and function in the PA is facilitation of the empowerment process of local people. Thus, facilitators help local people realize and apply their latent capabilities and potentials for development and facilitate the process of further enhancing their capabilities or acquiring new visions, insights and values for their betterment through experience-based learning. Facilitators support local people to realize these processes for their own empowerment.

In order to effectively perform these role and functions, facilitators must have a wide range of capabilities, knowledge, and skills, as well as positive personal qualities.

The most fundamental capabilities required for facilitators are related to community organization or community development in general. Facilitators should be able to grasp the level and range of capabilities and experiences of the local people. Their finding based on such research and specific situations will help to identify specific entry points for SP work and initiate the process of project formulation and implementation together with the local people.

To effectively carry out these tasks, facilitators are expected to possess the following knowledge and skills related to the lives of the local people: They should have a broad knowledge base regarding current socio-economic situation and the historical and cultural background of the local societal system, a sufficient understanding of local people's experiences and ideas for development and specific skills for situation analysis, project planning, implementation, monitoring and evaluation. In addition, they must have positive personal qualities such as humbleness, patience, flexibility, cheerfulness and fairness in order to establish an amicable, trusting relationship with the local people and work closely with them throughout the project.

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<sup>5</sup> The detailed list and information on resource persons and institutions on PA in the Philippines are attached in Annex 1.



In short, good facilitators are reliable partners for local people, who willingly share their experiences, knowledge and skills in order to assist the local people in empowering themselves for self-reliance and sustainable development.

For community development work to be effective, several important points must be carefully considered and addressed. The following are some of the issues that a facilitator should keep in mind when applying PA:

- (1) Clear Vision for Alternative Society
- (2) Self-Reliance vs. Dependency
- (3) Awareness Building vs. Provocation
- (4) Facilitation vs. Manipulation
- (5) Felt Needs vs. Objective Needs
- (6) Conscientization vs. Dole-Outs
- (7) Short-Term Economic Benefit vs. Long-Term Empowerment
- (8) Specific Problem Solving vs. General Issues
- (9) Democratic Participation vs. Control by New Elites
- (10) Legal Activity vs. Subversive Activity

Facilitators must keep each of these points in mind as they undertake the PA processes of conscientization, organization building, capability building and networking.

### **3-2 Human Resource Development Process of Community Organizers in the Philippines**

In the Philippines, Community Organizers who function as facilitators during the community development process are trained through formal education in universities, training course by NGOs and on job training (OJT) by respective NGOs and development agencies. In this section, some famous training institutions and its training methods will be shown.

#### **CSWCD, UP Diliman**

The University of the Philippines, College of Social Work and Community Development (CSWCD) played a great role in educating Community Organizers in the nation. The present CSWCD became a separate Department of Social Work in 1961 and evolved into the Institute of Social Work and Community Development in 1969. Its reclassification as a full-fledged college was prompted by the University's move to standardize the nomenclature of academic units performing similar functions. The CSWCD offers graduate and undergraduate programs in both social work and community development, as well as graduate programs on women and

development.

Since the '70s, the Department of Community Development has been offering undergraduate and graduate academic degrees that seek to educate, train and nurture competent development professionals who are committed to people's empowerment and participation, sustainable development and gender equality.

From its nascent beginning as a service delivery mechanism of the government in the 1950's, CD as an academic discipline has evolved alongside with the dynamic character of social development. The growing concern for popular participation and social equity has brought to fore the need for an integrated strategy of organizational capability building among grassroots organizations as well as concrete community-managed welfare and livelihood programs.

The goal of the college is to help create and build a society that provides equal access to men and women for social, economic, political and cultural opportunities through people's collective actions.

The college continues to make its programs truly responsive to emerging challenges in the lives of marginalized communities and the larger society in general such as those arising from climate change and disasters, globalization, conflict and violence, and migration.

#### CD Education thru Praxis-Oriented and Committed Service

As an academic program, the CD curriculum is designed to provide its students with a praxis-oriented education that allows complementation between theoretical knowledge and practice. It is for this reason that the Field Instruction Program has been made an integral part of both the undergraduate and graduate degree programs. Field Instruction serves as an effective vehicle for both learning and service through which the faculty and students mutually apply, validate and critique CD concepts, theories, approaches, strategies and methods to help communities address real-life issues and problems.

Many of the universities in the Philippines that have CD course have faculty members who are alumni of CSWCD, UP Diliman or use the curriculum of the college as references. Thus, CSWCD, UP Diliman can be regarded as one of the pioneer, at the same time the center of Community Organizing in the Philippines.

## **Asian Social Institute (ASI)**

As a school, Asian Social Institute also provides education and trainings of Community Development and Participatory Approach for both national and international students. Especially, eight-week International Diploma Course for Community Development is designed for development practitioners, extension managers, trainers or social animators and all those involved in organizing grassroots initiatives at the community level. The course emphasizes a holistic, integrative participatory approach to Community Development (CD) work towards sustainability. A seven-day exposure-immersion allows participants to get exposed to rural-urban settings to complement the concepts and practices acquired during the course.

**Objectives:** The course aims at providing the participants with basic knowledge, attitudes and skills in Community Development as a strategy for social change. It also serves as a venue for the participants to examine and analyze various theoretical frameworks and strategies in working with people, in relation to their present and future involvement.

**Methodology:** Lectures, workshops, reflections, structured learning experiences and a one-week live-in field exposure in selected communities

### **Course Content:**

- Perspectives on Transformative Praxis
- Process of Values Development and Human Relations Training
- Understanding the Community from a Socio-Cultural Perspective
- Community Development: Principles, Theories, and Practices
  - Basic Principles and Phases in Community Development
  - Community Organizing
  - Participatory Action Research
  - Conflict Management
  - Project Development and Management (Planning, Implementation, Monitoring, Evaluation and Resource Mobilization)
  - Ecosystem-Based Community-Centered Organizing and Management
  - Disaster Management
- Field Exposure/Immersion
- Communication for Development
  - Sociology for Communication

Spirituality of Communication

Communication Skills Development (Newsletter-writing, Poster-making, Community Drama)

- Training Design and Techniques

### **Training by NGOs**

NGOs such as CO-Multiversity, International Institute for Rural Reconstruction (IIRR) and Kapatiran-Kaunlaran Foundation, Inc. (KKFI) provide training courses for Community Organizers.

CO-Multiversity is a NGO that provides “basic training programs on issue-based community organizing approach.” It was established in 1993 as Community Organization Training & Research Advocacy Institute, Inc. (CO-TRAIN) and in 1998, it changed the name into CO-Multiversity. CO-Multiversity, as a training institute, has a trigonal relation with COPE (Community Organization of the Philippines Enterprise), as a development NGO, and Urban Poor Associates (UPA), a federation of POs that were organized by COPE.

CO-Multiversity provides the training program to the participants who are expected to work as community organizer. A mentor from CO-Multiversity gives the basic training, and after that, the participants go back to their fields and engage actual organizing work. Then, the participants return to the mentor and have consultation. This process usually continues for six (6) months. This is an example of field-based CO training with consultation by mentor.

IIRR is a small international development, research and training organization with over 80 years of grassroots experience working in people-centered, sustainable development in Africa, Asia and Latin America. The philosophy of IIRR is based on that of Dr. James Yen, founder of rural reconstruction movement.

IIRR provides short-term intensive training course based on a request from client. For example, custom course for Participatory Approach has following topics;

- Understanding Indigenous Knowledge
- Facilitating Community-Managed Disaster Risk Reduction
- Community Mobilization
- Participatory Action Research

- Participatory Watershed Development and Management
- Participatory Rural Appraisal (PRA)
- Participatory Technology Development (PTD)
- Training of Trainers, Facilitation and Teambuilding
- Training Needs Assessment
- Training of Trainers
- Managing and Evaluating Training Programs
- Training in Writing Skills

On the other hand, KKFI, a social development institution under the United Methodist Church that conducts on CO training focuses more on direct training of grassroots leaders, not the CD worker of NGOs or government.

The CO training system is distinct from the other training providers. The organizations from the local communities such as POs choose their leaders who are usually farmers whom they believed can be trained to be organizers among the range of the farmers. The POs themselves select training participants and not the KKFI which is the training provider. In the case of ZOTO for instance, those leaders trained are selected by their own organizations.

Usually the training is three (3) days. From these days, the participants will take up CO course wherein the first day is about CD Framework and CO Process, then, the remaining two days are devoted to workshops on how to enter the community and integrate with the people, how to do social analysis together with the people and how to do smarting and development of the leaders for the system of core formation- this is the whole process of CO. The 3-unit course offered in universities is a 3-day course in KKFI.

Further, depending on the preference of the participants, another system can also be obtained where in the KKFI trainer will start the first training, then the trained participants are just supervised as they perform tasks to be the next trainers. The overall goal is to train participants to become CO trainers and not just CO workers or practitioners.

KKFI trainings are not provided in one-shot only; it's a continuing education. In order for participants to become capable CO trainers, the first module that they need to join is about CO. So, they will be trained in organizing work until the point that they are really helpful in organizing the urban communities. Further, in order for these organizations to be strong, there is

something to be done – to activate projects. So, the next module that participants will attend is about Participatory Development and Management. Here, the participants are trained that projects to be activated must not to be imposed to the people.

KKFI inculcates to their trainees that: it is necessary that while POs are moving need to continue evaluating their conditions, selecting the projects that could help them and learning from these together until up to the point that they can observe that these projects are good for them. These will be the projects that they will plan and realize. Following this, if trainees are trained on the said process, they could help the organizations so that their projects are not impositions, not all about candle making or not all other sorts of making such type but what is really needed in the community and what resources and talents and capabilities they have. Projects must evolve on these. The trainees of KKFI need to know all these aspects.

Further, part of the system is another day to attend again a module in Participatory Management and Strengthening of PO. The purpose of this module is to ensure that trainees will learn how to assure that organization is strengthened along with the development of the project. This is to avoid that the organization be neglected when they are already managing the project. This third module aims to assure that trainees learn that not only the project must be developed, but the organization as well –the project and the organization must be developed at the same time. In this module, trainees will understand that project must be the vehicle of continuing capability building, empowerment and self-reliance of the people.

As shown in this section, not only formal institutions like universities, but also NGOs provide training course for CO workers. However, in most of the NGOs, in the stage of recruiting CO workers, they put college degree of community development or social work as a requirement. In addition, many of NGOs in the Philippines have their own experienced CO workers in their organizations. Thus, in most of the cases, the OJT is the mechanism that widely utilized in the training of new CO workers.

*Note: Current trends of PA in the Philippines and some more additional information on trainings of CO workers are attached in Annex 4.*

## 4. Case Study: Legazpi PLSD Project

### 4-1 Introduction

By applying PA in development projects, sustainability and self-reliance of the projects were improved; however, this is not still sufficient. In 1998, Community Organization Training and Research Advocacy Institute (CO-TRAIN : currently name changed to CO-Multiversity) , a NGO which played significant role to expand CO approach to the nation, conducted a survey on performance of POs that were established through CO process. Among 194 POs organized through community organizing, 46% of the POs remained at inception stage, 49% proceeded to intermediate/ transition stage, and 4% attained development catalysis/ self-reliance stage. In terms of livelihood projects, only 15% of the POs could make profit (CO-TRAIN 1998). This number suggests that even using Participatory Approach, it is still difficult to attain the self-reliance and sustainable development among POs. Participatory Approach is essential, but not enough to attain self-reliant and sustainable development.

The outcome of a community development project is supposed to be influenced by the interactions between the factors of the project and the factors of the community. The factors of community and society to the outcome of the development project are identified as social capital. The social capital is defined as “the norms and networks that enable people to act collectively” (Woolcock and Narayan, 2000). The discussions on social capital were promoted with the formation of Social Capital Initiative (SCI), a working group of World Bank in 1996. They discussed that a society with a sufficient social capital tends to have higher success rate of the development project. In 1990s, many of the studies also pointed out the factors of community that prevent the participatory development.

It was in 1990s when the people started to understand the meaning of the local society in the context of development. And, Participatory Local Social Development (PLSD) was released as a set of theoretical framework and practical methodology for local social development.

In this chapter, the study introduces Legazpi PLSD Project as a case of PLSD to indicate how to improve effect of Participatory Approach toward self-reliant and sustainable development.

### 4-2 Description of the Project

In the field of social development, the number of programs and projects has presently been

undertaken in developing countries. Particularly, Participatory Approach (PA) has largely been adopted in those activities because of its effectiveness on promoting people's participation in needs identification, decision-making, and capability building. In the Philippines, PA is usually called Community Organizing (CO) and widely practiced in Community Development (CD) projects all over the nation. However, it is still a challenge to achieve satisfactory level of people's empowerment and institutional building that would be conducive to laying foundation for self-reliant and sustainable development.

Nihon Fukushi University (NFU) implemented the project entitled “Improvement of Water Resource Management for the Poverty Sector through Strengthening Participatory Local Governance in Legazpi” (Legazpi PLSD Project) under technical cooperation for grassroots project of Japan International Cooperation Agency (JICA). The project period was from March 2005 to Feb 2008, three years project. The project was implemented thru close collaboration among People’s Organizations (POs), Technical Working Group (TWG) represented by thirteen (13) government agencies and NGOs in Legazpi City, and NFU. The City Social Welfare & Development Office (CSWDO) played a big role as the partner agency of the NFU and consequently acted as the chairperson of the TWG.

The general objective of the project was to consolidate the social basis for improving the livelihood of poverty sector in Legazpi through strengthening the participatory local governance system, by way of utilizing Participatory Local Social Development (PLSD) as leading framework;

Specifically,

- a) to plan and implement the participatory project for effective, self-reliant water resource management for improved quality of life;
- b) to enhance the capabilities and consciousness of the local government development agencies and NGOs toward participatory collaboration in project planning and management through PLSD training and experience-based learning; and
- c) to build functional synergy among local government, development agencies, NGOs and people’s organization in terms of collective decision making and collaborative management of area-based development activities.



The project had three components:

1. Participatory Community Development Project in Legazpi City.
  - Community Organizing and formation of People's Organization
  - Construction of water facilities
  - Capability building for water resource management
2. Capability Building through PLSD Training of LGU and NGO staffs
  - For planners and practitioner of development projects from LGU and NGOs
  - Build a core of PLSD advocates
3. Exchange Learning Program between Legazpi City and Iida City, Japan
  - Technical support from Iida, City, Japan
  - Share experiences on Participatory Local Social Development
  - Exposure tour to Iida City from Legazpi City team of PLSD Advocates

The functional collaboration of the following stakeholders had significant impacts on the project:

- LGU - City Government of Legazpi,
- Non-Government Organizations (NGOs) and Academes
- *Barangays* of Puro & Estanza
- People's Organizations (POs)
- City Social Welfare & Development Office
- Nihon Fukushi University / JICA

In this case study, among the above mentioned three (3) components of the project, Participatory Community Development Project in Legazpi City was focused. The Community Development Project was implemented in two (2) communities, Barangay Puro and Barangay Estanza, and in each community PO was organized: San Isidro Puro Multisectoral Association (SIPMA) at Brgy. Puro, and Maticol Estanza Community Development Project Association (MECDPA) at Brgy. Estanza. While the project process and activities were just similar, the study mainly introduces the project in Sitio San Isidro, Brgy. Puro as a case. However, MECDPA in Brgy. Estanza shall be also evaluated at the section of analysis and discussion, for comparison.

## **What is Participatory Local Social Development (PLSD)?**

Participatory Local Social Development (PLSD) is a development framework which aims:

to facilitate the process of social capability building and institutional mechanism strengthening of a local society as a whole toward self reliant, sustainable development, by way of analyzing the particular structure-functional characteristics of a target local societal system, of generating tactful policy measures based on the uniqueness identified, as well as of deploying participatory approach of experience-based learning for capability building and institutional linkage building in accordance with prevailing conditions and situations (Ohama 2002).

This definition stated above contains the objective, target and even methodology of PLSD.

What is PLSD?

It is the process of social capability building and institutional mechanism strengthening.

For whom?

The target and beneficiaries is the local society/ local people.

For what?

The paramount goal is towards self reliant and sustainable development

How?

The methodology includes 1) by way of analyzing the particular structure-functional characteristics of a target local societal system and 2) deploying participatory approach of experience-based learning for capability building and institutional linkage building.

In short, PLSD is a development framework that integrates Participatory Approach and Local Social Analysis Framework to prepare the social foundation towards self-reliant and sustainable development.

## Basic concepts of PLSD for Local Social Analysis<sup>6</sup>

It is obvious that capability building and social mechanism strengthening are vital for development. However, no single prototype approach can be applied for capability building. Any local society or community has its own particular capabilities, mechanisms, and experiences that have been molded by its local history. These factors must be considered during the process of development. To properly pursue the tasks of capability building and social mechanism strengthening, it is necessary to consider pre-existing elements as the basis of our development challenge.

In this sub-section, the following basic concepts of PLSD will be introduced as key viewpoints for understanding a target group of people and its community or society:

- (1) Three Development Elements
- (2) Local Societal System
- (3) Local Community System
- (4) Socio-Geographical Unit.

- (1) Three Development Elements

**Figure 1**



<sup>6</sup> Explanation of PLSD Concepts in this section is quoted from “Participatory Local Social Development (PLSD) : Introduction” (JICA Chubu 2010), a DVD training material for PLSD training course.

For any activity, resources are indispensable, without these no activity can be undertaken. Funds, land, labor, materials, and technologies are all classified as resources. However, resources alone do not achieve goals. Organization is also necessary for managing and utilizing resources. Examples of this include organized groups such as farmers' or fishermen's associations, mutual help groups for ceremonial functions and development project organizations.

However, the two elements of resources and organization are still not sufficient for an activity to be carried out in a sustainable manner. Another essential element is norm. Norm regulates the direction of organizational activities and shapes the behaviors of members to fit the roles and functions in an organization or activity. Examples of norm are rules for organizational management and resource utilization and management.

When these three development elements i.e., resources, organization and norms are fulfilled and integrated with each other, an appropriate foundation is formed for a development project to be carried out successfully.

## (2) Local Societal System

**Figure 2**



A household can use three channels for obtaining resources, namely, local community, government and market. These four actors of “household,” “local community,” “local government” and “local market” form the “local societal system”. With respect to the household, the local community to which each household belongs and where it can directly engage itself in

the community's consultation and decision-making process is regarded as "an inner system." Although local government and local market are also important for a household to acquire and dispose resources, it is difficult for a household to influence the operation of these two actors. Hence, these actors are regarded as "an outer system."

### (3) Local Community System

For effective management of the organization, it is extremely important first to understand the experience and capability of local people in terms of organized actions. Local people's collective actions and social organizations can be categorized into the following five types in terms of their forms, pattern of resource utilization and management and experience in organizational activities. Those are (1) Mutual Support, (2) Resource Pool, (3) Asset Management, (4) Surplus Generation and (5) Village Autonomy.

**Figure 3**

#### Functional Typology in a Local Community System



#### Mutual Support

Mutual support is a traditional practice in which individual resources are utilized to meet individual objectives based on dyadic human relationships and the reciprocal principle, whenever necessity arises. A typical example of this is labor exchange in farming, including "Suyuan" in the Philippines, "Doi Cong" in Vietnam, and "Attam" in Sri Lanka.

### Resource Pool

Resource pool is a traditional practice of pooling individual resources and utilizing them for individual purposes, based on specific rules agreed upon by participating members, in a semi-permanent form. Utilization of revolving funds is an example of a resource pool practice. “Kou” in Japan, “Paluwagan” in the Philippines and “Merry-go-round” in Kenya are included in this category.

### Asset Management

Asset management is an organizational, permanent form of activity, not only utilizing but also managing either common or communal resources and facilities for meeting common needs and interests, as well as promoting benefit of the entire community or group. This activity is based on the rules agreed upon by all members. There are clearly defined rules to determine and regulate roles and responsibilities for officers and ordinary members, including punishments for rule violators. This type of activity can be typically found in utilization and management of irrigation systems, communal forests and religious facilities.

### Surplus Generation

In common/group resource management for surplus generation, a group of individuals create common resources by pooling their individual resources and by organizationally utilizing and managing them in pursuit of surplus generation, in a permanent form, based on specific rules and by-laws collectively agreed upon by all members. As in the case of asset management, there are clearly defined rules to determine and regulate roles and responsibility for officers and ordinary members, including punishments for rule violators. Most cooperatives and group-based projects for income generation belong to this category.

### Village Autonomy

In a community where village autonomy has been achieved, several types of activities mentioned in this division are undertaken to serve various objectives at multiple levels or in units within a community. All activities are integrated and managed by the agreement of all member households. Village autonomy is typically found in “Shuraku” in Japan and “Banjaar” in Indonesia.

(4) Socio-Geographical Unit.

**Figure 4**



An “administrative village” is the lowest and smallest unit in the public administration hierarchy established with the purpose of providing administrative supervision and management. On the other hand, a “natural village” is a unit in which local people have been living together since a long time and in which they have engaged in livelihood and production activities through mutual cooperation and collaboration. The boundaries of an administrative village and natural village may overlap, but in many cases, within the boundary of an administrative village, we can find several natural villages. There are also cases in which one natural village is divided into several parts that fall under the jurisdiction of different administrative villages.

**Figure 5**



Many government-sponsored community development projects are implemented at the level of the administrative village or at even higher administrative levels. However, it is usually within the boundary of natural village where the experience and capability of local people have been accumulated. This is one of the reasons why development projects often fail: they cannot make best use of the experience, capability and mechanism of local people for collective resources management.

### **Profile of Sitio San Isidro, Puro**

Sitio San Isidro is a sitio within Barangay Puro, Legazpi City. The sitio is composed of two (2) puroks in the barangay. Sitio San Isidro is a coastal community and consequently, majority of its people are fisher folks and fish vendors. The rest of the earning adults are either laborers or a minimal number are either private/public employees. Households number around 200 with more or less 1200 populations with an average family size of six (6) per household.

In 2003, the community's road was only partially concreted and muddy during rainy days. Lately however, the local government had completed the concreting of the roads, which made the area more accessible.

San Isidro has several facilities like *barangay* day care center, chapel, waiting sheds and streetlights. Water and sanitary waste disposal however was their main problem. There are five (5) small open wells/ spring in various areas within the *sitio* but they are used for washing purposes only. There is a local water source – a water spring that has been the areas' main source of drinking water for the past 50 years. The denudation of the trees near the area and construction of houses within the vicinity of the source had depleted the water supply over the years. During rainy days, water from this source is sufficient; however the quality of water suffers. During summer, water is scarce and residents have to suffer long waits before getting their pails filled up.

Organization in this area are limited to family heads of NGO sponsored children and their families and informal groups whose purpose is for temporary activities traditionally held like religious or economic activities. With the introduction of PLSD project in the area, the People's Organization, SIPMA – San Isidro Puro Multisectoral Association was organized.



## Community Organizing Work

NFU sent one CD worker to the community and organizing by settle-in style approach started in February 2005. While doing community integration, the CD worker met a lot of people from the community and also some of its officials. From these, he narrowed down these people to those who have the potential to become his key contact persons and possibly become local research partners once the Participatory Rural Appraisal (PRA) begins. The CD worker also did the informal project orientation through some community members' groupings that responded to it positively.

For the month of April, the CD worker focused on Local Research Partners (LRP) identification during his continuing community immersion. His LRP selection criteria are the following: a) someone who's knowledgeable of community issues and needs; b) are they willing to act on these issues and needs; and c) are they willing to give time for the project. With these, he was able to identify several person who have the potential. On April 2005, formal project orientation in the community was held with 34 participants. Although it was meant for the *barangay* council members and the *purok* officers of *Sitio* San Isidro, *purok* residents also attended the activity.

For the month of May 'til the first week of July, the CD worker focused on the conduct of activities that are part of the PRA process. PRA training to LRP, PRA tool development with LRP, PRA data gathering, PRA data analysis, PRA data presentation and validation in the community were conducted.

The purpose of PRA was not only limited to data collection itself, but also intended for community organizing and capability building. During the process of PRA, by applying LRP strategy, the CD worker could organize the core group and identify the potential leaders and give them the experience of planning and better group work. And through the process of PRA, CD worker could mobilize the more and more concerned members to the activities. **PRA is only meaningful when it is properly placed in the process of community organizing with a proper context.**

In July, an exposure trip to Brgy. Banquerohan and exchange of experience with Banquerohan Rural Water System Association (BRUWSA) was conducted as a part of capability building. The main learning was that the water system of Brgy. Banquerohan was planned and constructed under Agrarian Reform Communities Development Project and there was no

participation of the local people in planning process. After the construction, said water user's association was organized for the purpose of handover of the water system to the community. Due to lack of experience and insufficient training of management, the association had many problems in its management such as water fee collection and proper management of operational fund etc.

The activities for the month of August evolved around PO formation. It consisted of the drafting of their respective Constitution and By Laws and its ratification and the actual PO formation.

As the output of Community Organizing Work, PO (San Isidro Puro Multisectoral Association: SIPMA) was organized in *Sitio* San Isidro, Brgy. Puro along with the participatory community development project and capability building of the local people.

### **San Isidro Puro Multisectoral Association (SIPMA)**

People's Organization (San Isidro Puro Multisectoral Association: SIPMA) was organized in Brgy. Puro with the member households of 82 (by the end of the project, it increased to 120 households). On that day, community assembly was called and a draft of Constitutional By Laws (CBL) prepared by ad-hoc committee was presented, discussed and approved. Nine (9) officials were elected and ratified. The PO was registered to Security Exchange Commission (SEC) and opened corporate bank account.

#### **Objectives of SIPMA:**

1. To strengthen the unity of the people in the community;
2. To protect and care for the environment especially the watershed area;
3. To initiate/develop alternative projects to maintain and sustain for the welfare of the group and community; and
4. To establish linkage with various stakeholders, GOs and NGOs and private individuals for the common good of the community.

From these objectives of the PO, it can be pointed out that the objectives are not limited to water project itself, but the PO aims to develop the community as a whole with the linkage of external actors such as GOs and NGOs.

The PO has a general assembly as the supreme body, legislative and executive council

composed of president, vice president, secretary, treasurer, auditor, PRO and three board members, and project committees.

To be the member, membership fee of P30 (permanent membership) must be paid. And one member from each member's household is expected. Organization have regular meeting of officials once a month and special meeting is held if necessary. The role of water project committee is to create policy and plan for water management and operate the water system including the collection of water fee. This policy and plan were activated after approval in General Assembly.

Water management system is like this, the member households are grouped into small groups based on the communal faucet that they are using. The group is responsible for collecting water fee based on the volume that the group consumed, the volume of water that the group used is measured by the water meter installed to the faucet. If a member household failed to pay the fee, then other member households of the group must pay the amount because, the PO collect the fee not directly from the members, but from the group. Collected water fee is used for the cost for operation and maintenance of the system. The surplus produced from the operation is planned to be used for the extension of the water pipe to uncovered area.

In the interview to the PO members, following outcomes were presented. The members acquired knowledge and skills of water management by involved in the planning process and technical survey. The PO members enhanced the sense of cooperation among the member and sense of unity and collaboration as a community. The PO officials became familiar with the negotiation with external organizations and agencies. The PO members could understand the background of the community and updated the information thru PRA.

### **The Role of Technical Working Group (TWG) and Collaboration Mechanism of the Project**

One of the key points of Legazpi PLSD Project is the collaboration mechanism with Local Government Unit and community. To ensure the sustainability of the project, a functional collaboration system and mechanisms were established. That is Technical Working Group and POs. The PLSD Technical Working Group (TWG) was convened, oriented and eventually organized in May 2005 to serve as a working committee to come up with a system of collaboration in assisting the targeted communities for PLSD projects.

This was made thru the issuance of an Executive Order signed by the City Mayor creating the composition of a Technical Working Group which will monitor and provide assistance to the project. Members of this group are LGU department heads, NGOs, Academes, PO representatives and Barangay Chairmen of two areas. The CSWD Officer, one of the department heads, served as the chairperson of the TWG. Their creation ensured that the community based project would be monitored and their participation in the activities being undertaken in the two communities must be provided based on their given mandates.

The objective and obligation of TWG provided in EO are the following:

1. Provision of an effective, collaborative and participative partnership with their People's Organization counterparts in the project areas;
2. Provision of technical assistance/agency resource/service delivery in the project areas within the member agencies' mandates;
- 3 Attendance/Participation to series of PLSD trainings to be given by DAP Davao where knowledge gained will be used in support to their sectoral/community-based projects/activities;
4. Attendance/Participation during PLSD TWG regular meetings and monitoring activities in relation to PLSD project; and
5. Application of PLSD theories and practices in their own agency programs whenever applicable.

TWG held regular meetings and focused group meetings during the project underwent site visits and researched on the existing collective actions and organizations in the community and assessed experiences and capability of the local people in managing development project specifically a water resource management project. Based on their expertise and functions, they provided technical assistance on matters that could assist the two PLSD pilot areas.

#### **4-3 Achievements of the Project**

##### **Some Achievements of the Project**

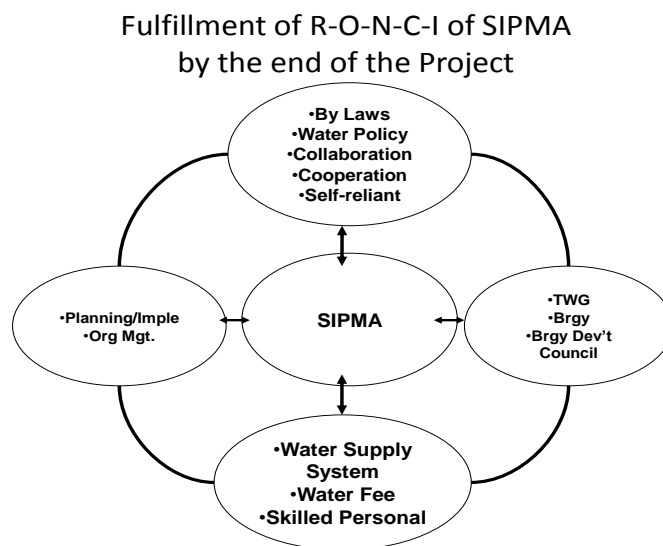
In this section, some achievements of the project on each aspect of resource, organization, norm, capability and institution will be presented. For this purpose, RON-CI Framework will be utilized. This framework was developed to know the sustainability and self-reliance of the

organization.

First, PLSD contains three development elements of resource, organization and norm as the essential elements to attain objective of development activities. Second, the PLSD defines the process of capability building and reinforcement of institutional mechanism related to organization as the development. Then, we can have a diagram composed of resource, organization, norm, capability and institutions as factors and elements.

These five elements and factors are indispensable. Moreover, they should have the optimum balance to ensure the sustainability and self-reliance of the local people, community, and society. The reinforcement and expansion of integral linkage and balance among these elements and factors through experience-based learning using the PA is PLSD.

**Figure 6**



As the organizational aspect, a PO, SIPMA was established in the community. It started from only seven (7) Local Research Partners (LRPs) and it grew to 82 members when the PO was formally established, then by the end of the project, the number of the members increased into 120. Furthermore, it increased to 155 after 2 years from the end of the project.

As the resource aspect, one water supply system with deep well was constructed and provides safe drinking water to the local people thru the daily operation and management by the PO.

As the norm aspect, the sense of participation, cooperation and collaboration toward the

self-reliance were fostered. This is evidenced by the voices of PO members at the evaluation meeting stating that “Unity of the community became strong and we started to think and discuss what we need in our community.”, “I only thought about myself and my family before. But now, we think of our community.”, “What we learned is that, to start by ourselves is the most important, not just to wait for support from outside”, “Now I realize that we can do by ourselves”.

As the capability aspect, in addition to the capability to maintain and manage the water supply system, the organizational management capability and ability to identify the issue of the community and take action to the problem were reinforced.

As the institutional aspect, the PO has the opportunity to consult with city government as a member of TWG, in addition to this, the PO was appointed as the member of barangay development council (BDC). These enable the PO to access to the support from the LGU and barangay and give the PO stability.

### **After Two Years from the End of the Project**

In January 2010, after two (2) years from the end of the Project, a monitoring was conducted. The PO of the community still continues the water system management and even they extended the pipeline by using their own local fund provided by barangay. Now the PO has 155 household members and they organized women committee and youth committee within the organization to expand their activity to other issues in the community. And when the coastal road construction in front of the seashore was planned by the government in 2009, which would have direct negative impact to the local fishery because the road would close the access of fishing boat to the sea, the PO with barangay council closely collaborated and negotiated with City Mayor to address this problem and as a result, the government decided to construct the bridge structure in the coastal road, so that fishing boats can pass under the bridge to the sea. This shows that the PO now has the capability to address the issue in the whole community, not only the water supply system management.

TWG applied PLSD framework for the implementation of other projects in the City. PODER project was the one. PODER project was the resource input project funded by Spanish Government. It was initially intended for the support for rehabilitation of Typhoon Reming of December 2006. Legazpi City, by their own initiative, applied PLSD framework for the implementation of the project. Legazpi City, by using TWG, installed participation of local

people and collaboration among LGU, barangay and PO in all of the projects. As a result, the performance of the PODER project increased so much and one project in Legazpi City was awarded as the most successful case in Bicol Region by Spain Government.

In short, both of the POs in community level and TWG in LGU level are capable and expanding their effort for the development.

#### **4-4 Analysis and Discussion**

This section explains what differentiate PLSD project from conventional CO/CD type of project and further analyses and discuss the success factors of the Legazpi PLSD project.

##### **Area Based Approach**

The project applied area-based development approach, not a sector-based development approach. This enabled the project to develop the community as a whole, not the specific sector in the community only. And the project invited all the NGOs and GOs that have activities and projects in the community and succeeded to establish the collaboration and cooperation with them. Later, the PO started to tackle with the issues in the community, not limited to the water resource management and played as the community organization for all the members of the community, not limited to the member household of the PO.

##### **Participatory Approach**

The project adopted Participatory Approach (PA) as the main strategy for community development. This includes the process of conscientization, organization building, capability building and networking. The project started from the felt needs of the local people, it was drinking water. The project dispatched a CO worker to the community with the settle-in style and conducted Community Organizing work by utilizing Local Research Partner based PRA method as a tool. And the local people were directly involved to all the project cycle of research, planning, implementation, monitoring and evaluation. PA enabled the local people to enhance their sense of participation, cooperation and collaboration toward the self-reliance, and also developed their capability thru experience-based learning process.

## Socio-Geographical Unit

The project was implemented in the sitio level as the direct target, not in the barangay level. This is important because, the interactions of the local people in their daily life are accumulated more in the sitio level than barangay level. Especially, communal resource management such as maintenance and utilization of water spring and chapel had been conducted at the sitio level. By implementing the project at the sitio level, the project could effectively mobilize and utilize the experience and social interaction of the local people.

## Three Development Elements

The three development elements is the main concept of the PLSD, and in every aspect of the Project, it was utilized. The Project was planned, implemented, monitored and managed based on RON-CI framework, which is the advanced framework that integrates the three development elements of Resource, Organization, Norm and Capability and Institution.

In the target community, existing level of resource, organization and norm were all limited, so the project needed to enhance all of the aspects of resource, organization and norm. To satisfy all of these three elements, conscientization and organizing, namely, social preparation was done before the resource input. And the Project could identify what should be the next action to be taken by utilizing RON-CI framework.

## Local Community System

After the felt needs of the local people were identified as drinking water, the traditional resource management pattern of drinking water in the community was researched and analyzed. This helped to estimate the experience and capability of the local people for communal resource management, consequently, to estimate the feasibility for the water resource management project.

The management of water supply system needs the regular maintenance and operation by PO members including collection of water users fee, and it needs the much intensive organizational effort compare to the traditional water system in the community. This means that the project provided new kind of resources that needs the high level of capability to maintain the water supply to the community, and this experience of communal resource management can enhance the level of capability of the local people.



In fact, the PO expanded its field of activities and even succeeded to change the plan of coastal road construction thru the dialogue with city mayor. This shows that the local people step up their experience and capability thru the water resource management project.

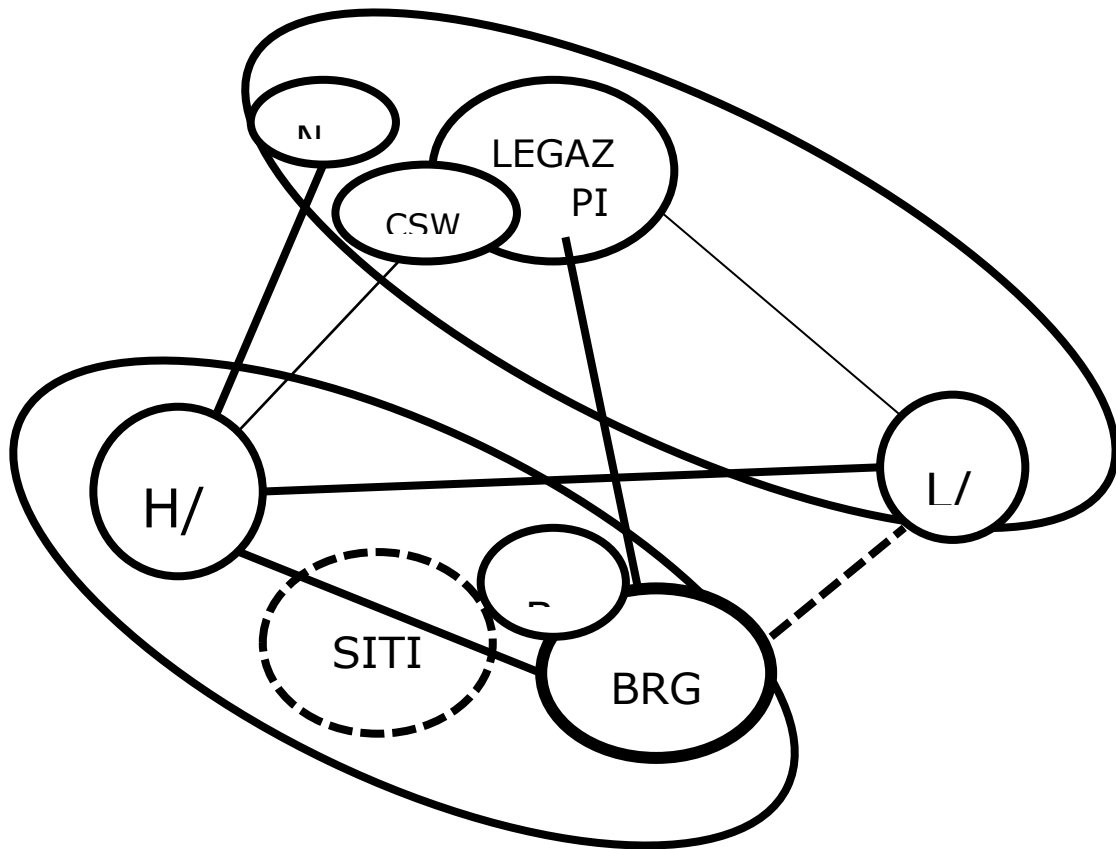
### Local Societal System

The concept of Local Societal System is a key difference of PLSD and PA. PA focuses much on the development of the community level, and outer system such as local government and local market is usually not the direct scope of the project. Contrary, PLSD focuses both of community and local government with the same weight. Thus, the project conducted PLSD training to LGU and NGOs for their capability building and value formation, the capability building was not limited to local people and community.

To establish the collaboration with the community and outer system was also the main focus of the project. For this reason, direct involvement of the barangay, LGU, NGOs and academes into the project process were strategically conducted. As the result, by the end of the project, it succeeded to establish the collaboration and supporting mechanism between PO and barangay, LGU by form of TWG and also the PO was appointed as the member of BDC.

The figures 7 and 8 show the change of local societal system before and after the project.

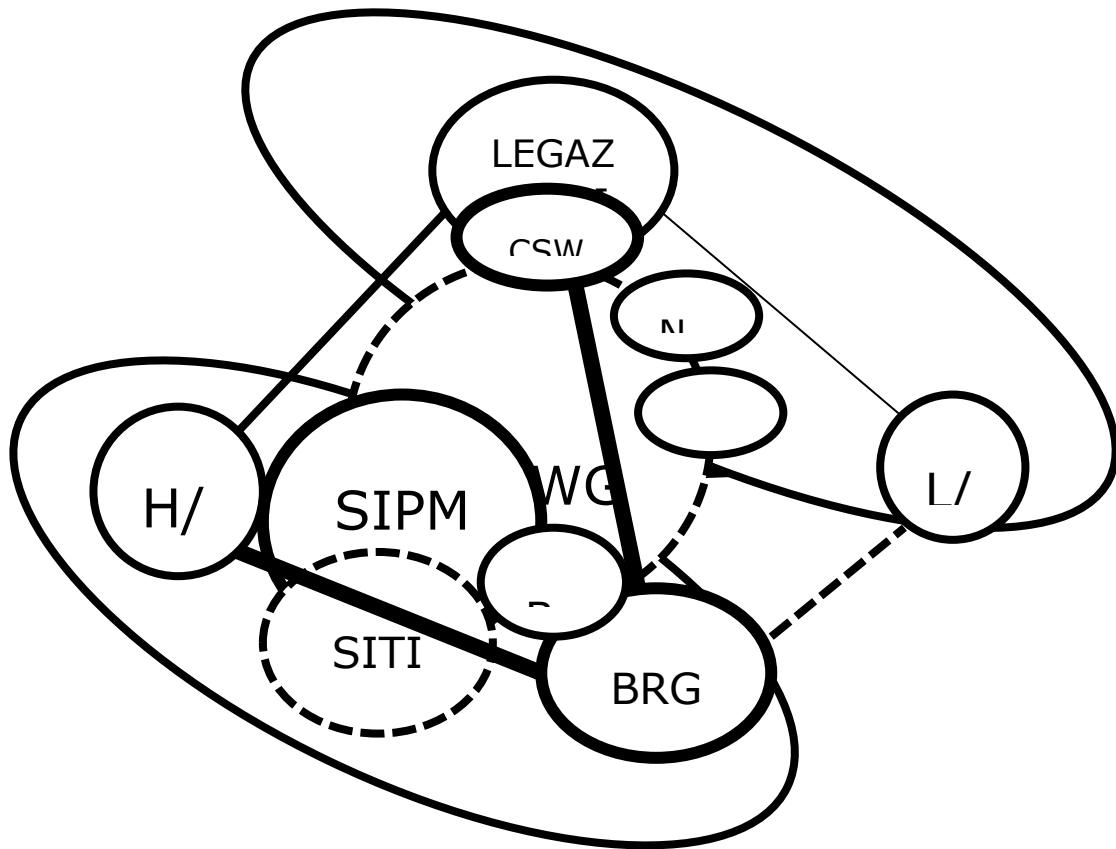
**Figure 7**



The figure 7 shows the local societal system in target area. The local societal system is composed of households and Barangay Puro as the inner system, and Legazpi City and Local market as the outer system.

There is no organization between inner system and outer system, and within the inner system, between the barangay and household, only purok organization was the coordinating body. From the outer system, NGOs individually supported the households directly.

**Figure 8**



The figure 8 shows the local societal system of the target area after the project. Within the inner system, SIPMA was organized as the PO at the sitio level and appointed as the formal member of BDC. Between the inner system and outer system, TWG was formed as the collaboration mechanism with the departments of LGU, NGOs, academes, barangay and SIPMA as its member. Issues of the community are discussed at the TWG and necessary support can be provided by respective department and member organizations.

### **Result of Evaluation Workshop**

On February 2012, The study conducted Self-Evaluation Workshop to the members of both People's Organizations, SIPMA and MECDPA. Respondents were 10 members from each POs. Self-Evaluation Sheet for organizational performance were distributed to each members. The self-evaluation sheet was to evaluate the organizational performance interms of Norm, Institution, Resource and Capability respectively. Each aspects were further breakdowned to indicators as follows (See ANNEX 2 for accutual evaluation sheet );

Norm:

Vision formation

Decision Making

Role and responsibility

Accountability

Motivation/Morale

Constitutional by laws

Institution (Government ):

Recognition

Negotiation with GO

Support from GO

Ordinance/ Resolution

Institution (Market):

Market development

Market Channel

Market Information

Profit

Resource:

Management Resource

Human Resource

Information/ Technology

Financial Resource

Capability:

Planning/ Implementation

Research

Discussion/ Planning

Implementation

Evaluation

Organization Management

Meeting

Attendance Rate

Financial Management

Membership/ Service fee Collection

Resource Management

Resource Maintenance

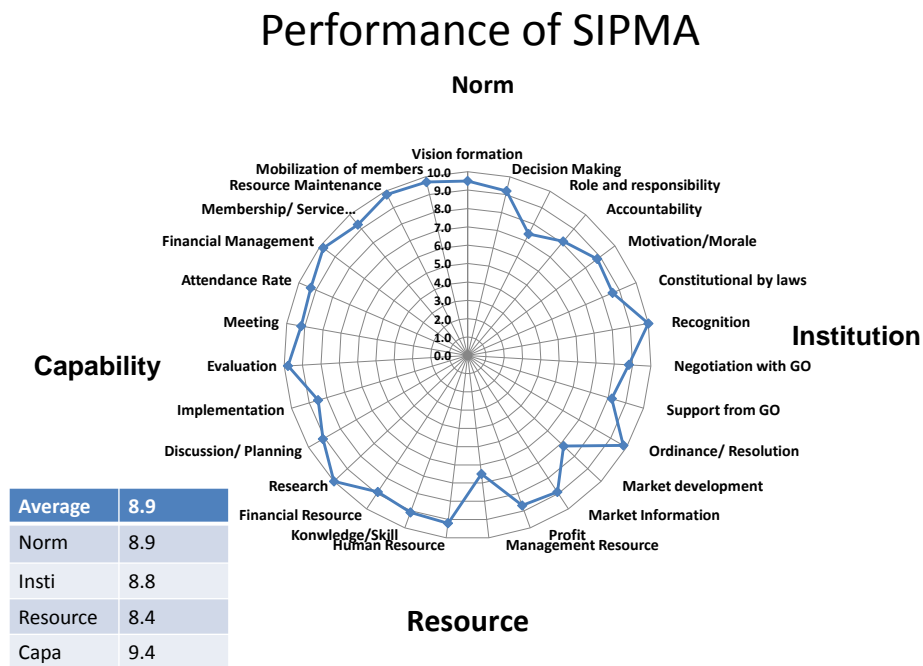
Mobilization of members

For each indicator, criteria for evaluation (question) were prepared. The respondents gave scoring to each questions, if the question was fully satisfied, gave 10 point and if the question was not satisfied at all, then gave 1 point. The study computed the total and average of the scores, and analysed the implications. Items scored above 8.0 points indicate almost satisfactory, while below 5 points indicate not satisfactory enough.

## Organizational Performance of SIPMA

For SIPMA, performance showed extremely high score of 8.9 in average. For each aspects, norm scored 8.6, it is extremely high. Linkage with government scores 9.2, this is also extremely high. Marketing aspects scored 8.3, this is enough high yet comparatively low among other aspects. Resource aspects scored 8.4, this is high enough, yet, second lowest among all aspects. This can be explained that the size of water supply system that SIPMA is managing is not enough to supply drinking waters to all the member households. Thus, to provide the benefit of the activities to all the members, the expansion of the water supply system is required. Planning and implementation capability scored 9.4, extremely high. Organizational management capability socored 9.4 and resource management capability scored 9.8, the highest score among all the aspects.

**Figure 9**



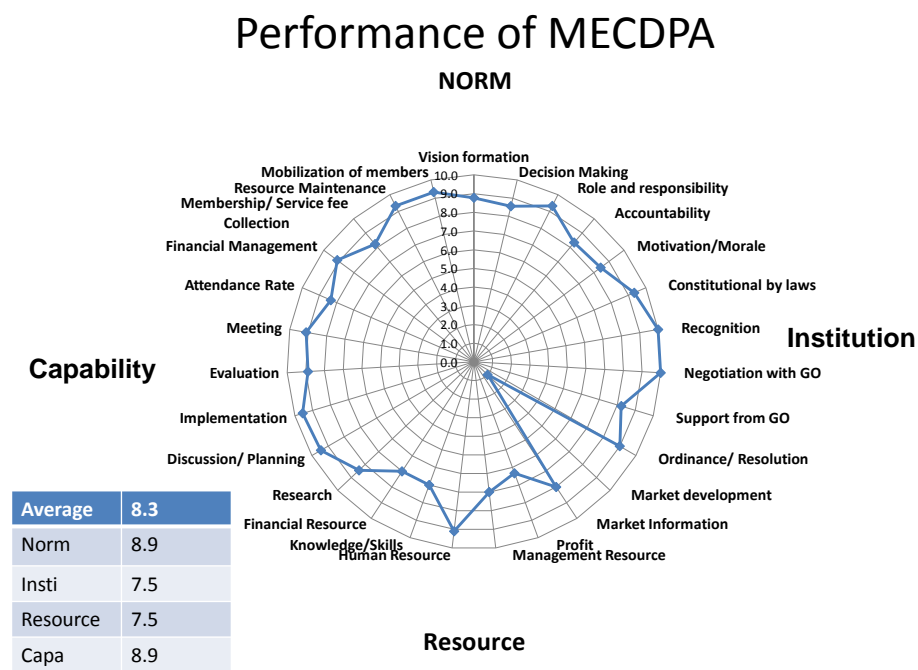
## **Organizational Performance of MECDPA**

In Barangay Estanza, Maticol Estanza Community Development Project Association (MECDPA) was organized with sixty three (63) members and planned water supply system development as a part of Legazpi PLSD Project. Community Organizing process and project cycle management system were just the same with those of SIPMA in Barangay Puro. Unfortunately, in Barangay Estanza, they could not get sufficient water source unlike Barangay Puro, consequently, they gave up for water resource management project. Instead, MECDPA continued organizational effort to construct daycare center at sitio Maticol, Estanza, and successfully achieved the task.

For MECDPA, the total average of the score was 8.3, extremely high enough. Specific scores of each aspects were, for norm aspects was 8.8, this is extremely high. The linkage with government was 9.3, also extremely high. However, the score of marketing aspects was only 5.1, this is because MECDPA still does not have livelihood project, scores of marketing aspects automatically became low. Resource aspects scores 7.5, this is not so low, but still low compared to other aspects. Planning and implementation capability scored 9.1, organizational management capability scored 8.7 and resource management capability scored 9.3. These three aspects showed extremely high scores.

MECDPA achieved high level of norm, linkage with government, planning and implementation capability, organizational management capability and resource management capability. However, MECDPA only manages daycare center as its project, resources and livelihood aspects are limited. For the further capability building of MECDPA, reinforcement of these two aspects by way of resource provision and introducing livelihood project are necessary.

Figure 10





For both People's Organizations of MECDPA and SIPMA, the average of the all aspects scored over 8.0, it was shown that both POs have enough high capability.

However, during the implementation of the project, organizational capability of MECDPA was higher than that of SIPMA. It is considered that the reason why SIPMA scored higher than MECDPA in this evaluation is that the daily collective management of water supply system enhanced the capability of SIPMA thru experience based learning. This indicates that the experience of collective resource management is the key to enhance the capability of the local people.

Furthermore, it is notable that MECDPA is still keeping high level of organizational performance in the area of norm, capability and linkage with government even the water resource management project did not realized. This is considered as the outcome of social preparation conducted during organizing stage of the project.

As a conclusion, both of SIPMA and MECDPA keep high level of organizational performance even after four (4) years of project withdrawal. This is remarkable evidence of the effectiveness of PLSD project toward the sustainable and self-reliant development.

## Output of the PLSD Technical Working Group

The study conducted Self-Evaluation Workshop to Technical Working Group (TWG) members of the Legazpi PLSD Project. The impact of the project was observed not only to local community, but also to City government. The followings are the output during the workshop presented by the TWG members on “changes observed before and after the project”. The changes were discussed and presented in each aspect of Resource, Organization, Norm, Capability and Networks.

### CHANGES OBSERVED BEFORE AND AFTER THE PROJECT

	BEFORE	AFTER
RESOURCES	<p><i>department/agency level:</i></p> <ul style="list-style-type: none"> <li>&gt;dependent on own individual department budgets</li> <li>&gt;financial resources given much emphasis</li> </ul> <p><i>TWG level:</i></p> <ul style="list-style-type: none"> <li>&gt;sharing of external resources within the LGU was not equitable or by-chance only</li> </ul>	<ul style="list-style-type: none"> <li>&gt;out-sourcing of funds done; PLSD TWG aids in out-sourcing</li> <li>&gt;physical and human resources now strongly considered</li> </ul> <ul style="list-style-type: none"> <li>&gt;TWG members prioritize projects listed in the LGU’s Medium Term Public Investment Plan and agree on which to recommend for funding; sharing is now equitable and fair</li> <li>&gt;resources properly utilized by appropriate selection of target sectors/beneficiaries and assigning the projects to TWG members concerned</li> </ul>

ORGANIZATION	<p><i>department/agency level:</i></p> <p>&gt;City Agriculture Office: Structure was flat; there was a big gap among the positions and the Department assigned people based on such structure</p> <p>&gt;in general, staff performed limited/specialized functions. At City Agri, staff focused on commodities as seeds, fertilizers, etc. At City Health Office, staff performed tasks by section so that there was so much specialization</p>	<p>&gt;organizational needs determined, structure was revised and new positions are now created</p> <p>&gt;Staff learned to multi-tasks and link with other sections thereby maximizing use of manpower and enhancing capability of those involved in the work</p> <p>&gt;staff learned to become generalists due to multi-faceted needs of clients</p> <p>&gt;participatory planning strengthened</p>
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NORM	<p><i>department/agency level:</i></p> <p>&gt;leaned towards specialization</p> <p>&gt;responsibilities and accountabilities unclear</p> <p><i>TWG level:</i></p> <p>&gt;each set tasks and norms despite the on-going linkages</p>	<p>&gt;staff learned to become generalists</p> <p>&gt;responsibilities and accountabilities made clear</p> <p>&gt;group norms set to facilitate functions of the Team</p>
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CAPABILITY	<p><i>department/agency level:</i></p> <ul style="list-style-type: none"> <li>&gt;staff lacked exposure and trainings</li> <li>&gt;City Health Office: its volunteer workers (BIHWs, BNS, etc.) were its major contacts for projects at the barangay level</li> </ul> <p><i>TWG level:</i></p> <ul style="list-style-type: none"> <li>&gt;knowledge on research and evaluation limited</li> <li>&gt;no knowledge on PLSD</li> </ul> <p>&gt;planning was lodged mainly on the barangay officials – people’s participation limited</p>	<ul style="list-style-type: none"> <li>&gt;opportunities to travel/exchange visits widened</li> <li>&gt;involvement of barangay leaders and households maximized</li> </ul> <ul style="list-style-type: none"> <li>&gt;knowledge and skills on research and evaluation enhanced and practiced</li> <li>&gt;Bicol University School of Social Work: enhanced knowledge and skills in social work <ul style="list-style-type: none"> <li>- PLSD is applied in community: knowledge is utilized in community development</li> </ul> </li> <li>&gt;CI-CSCDI: even if NGO has resources, it has appreciated PLSD concept and even trained its community to apply PLSD concepts, especially on accessing resources</li> <li>&gt;City Planning and Development Office has trained barangays to involve people in the planning process starting at the purok/sitio level. It is now constantly monitoring the planning process by sending teams to work with the barangays during the planning period.</li> </ul>
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NETWORK/LINKAGE	<p><i>department/agency level:</i></p> <p>&gt;dependent on other city departments for resources</p> <p><i>TWG level:</i></p> <p>&gt;network was mostly with government offices</p> <p>&gt;TWGs were most ad-hoc committees: they were abolished as soon as funding for a particular project ended</p>	<p>&gt;opportunities for sharing of resources and experiences have expanded beyond City Hall</p> <p>&gt;opportunities for sharing of experiences widened</p> <p>&gt;partnership with NGOs and socio-civic organizations established and strengthened</p> <p>&gt;TWG has centralized funding of social development projects and resulted to equitable sharing of resources</p> <p>&gt;easier access for assistance among TWG members</p> <p>&gt;PLSD TWG has gone beyond its PLSD purpose: it has become a source of referrals/recommendation for funding of social development projects by NGOs/INGOs, NGAs and Provincial Government of Albay</p>
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The uniqueness of Legazpi PLSD project is that not only the local community, but also the local government side changed a lot and became capable. This is because PLSD regard whole local social system as the target of development project and provide intensive training to local government and NGOs, at the same time, involved those related stakeholders to whole process of the project. This made possible for the local government to be capable to function as a proper development partner of the local community through the experience based learning.

## **4-5 Conclusion**

The key points of Legazpi PLSD Project are, firstly, the project was totally based on PLSD framework and fully applied PA in the community level based on the analysis of local community system. Secondly, reinforcement of supporting mechanism from Local Government Unit (LGU) by creation of the Technical Working Group (TWG) and provision of PLSD training were conducted. Finally, the formation of the consultation mechanism between LGU and local community was established.

As a result, the project succeeded to raise the awareness of the local people toward the participation, collaboration and cooperation; to organize capable people's organization; and to construct and manage the water supply system. For the LGU, the project succeeded in promoting the understanding of Participatory Development, transferring the planning method of PLSD, reinforcing the supporting and collaboration mechanism to the local community.

Although, the project was completed and NFU withdrew in 2008, the PO is still expanding its field of activities and size. The LGU has already adopted some of the aspects of PLSD in their own projects by their own initiative.

Based on the observation, before entering the Project, the target community had only limited experience of collective action and resource management, consequently the capability of the local people for collective action and resource management were limited. The Project strategically provided water supply system as a new communal resource, which needs continuous effort for collective operation and management. Thru this new experience, the local people will face new problems and need to solve these problems by themselves or with the support of external actors. This experience will enhance the capability of the local people to the next stage and continuous process will bring them to the real meaning of empowerment.

So now, it is safe to say that the Legazpi PLSD Project succeeded for laying foundation towards the self-reliant and sustainable development.

## **Comparison of PRA, PA and PLSD**

In this sub-section, we will look at the differences and relations of participatory tools widely used in the field of development today, the PA, which we have introduced in this study report, and the PLSD. This sub-section will help to understand the advantages and constrains of each

tools and approaches, and to know how the PLSD can incorporate with these tools and approaches.

Participatory tools that are represented by PRA or PLA are utilized to identify needs and problems of the local people and to promote participation in the development project for the solution of their needs and problems. In the field level, there is a tendency for these tools to be utilized only in the project formulation phase. Therefore, even if the project achieves a certain amount of outputs, there is no guarantee that the local people will maintain the facilities appropriately or continue development activities on their own. Thus, although participatory tools work for project formulation, they are not adequate for the establishment and reinforcement of elements and factors for self-reliant and sustainable development by the local people and local community.

On the other hand, the PA works not only for identification of the needs and problems of the local people, but also for the consolidation of the essential factors of conscientization, organization building, capability building, and networking, through the direct participation of the people in the process of research, planning, implementation, monitoring, and evaluation. In other words, the PA aims at empowerment of the community as a whole through participatory experience-based learning. Capability and experiences that were acquired during the process will serve as the basis for the continuous problem solution, and these are the essential factors for the self-reliant and sustainable development. The PA regards development project as “a venue for practices” or “an opportunity for experience-based learning.”

The meaning and effectiveness of the PA in terms of reinforcement of elements and factors for self-reliant and sustainable development are far beyond those of participatory tools. However, it has limitations. Although the PA aims to promote and reinforce the inner system of the local society, it does not have a viewpoint or framework to comprehend and analyze the particular capability, experience, mechanisms of resource utilization, and management of the local people that have developed historically through their prior experiences. Therefore, the PA has not yet reached to the point where it could always strategically identify feasible projects that the local people can sustainably manage by using their own capability, experience, and mechanisms.

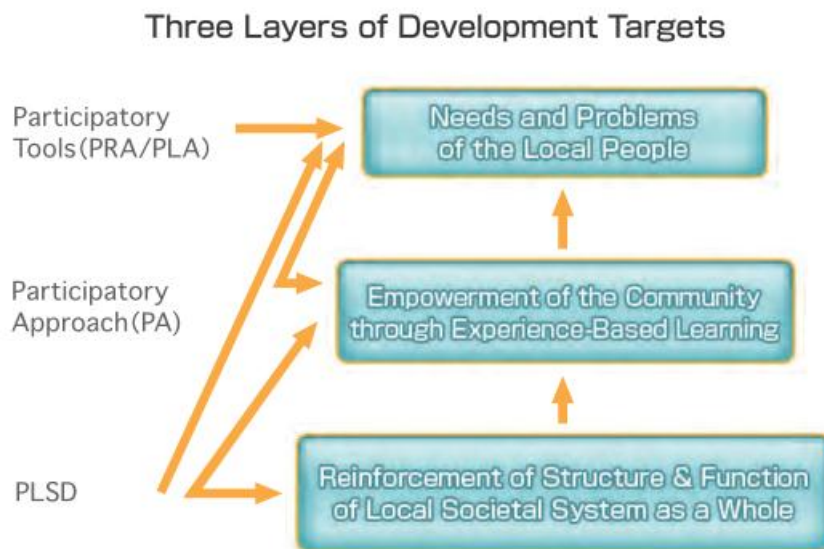
The PLSD is a development framework that aims to build and reinforce social elements and factors toward self-reliant and sustainable development by analyzing the particular characteristics of a target local societal system as well as applying the PA of experience-based learning. Thus, PLSD utilizes the advantages of the PA and even overcomes its shortcomings.

It intends to attain the integration of three layers of targets; that is the needs fulfillment and problem solving of the local people, consolidation of essential factors through experience-based learning, and improvement and reinforcement of structure-functional aspects of the local societal system as a whole.

To satisfy the needs or to solve problems, and to build the capability of the local people, it is necessary to provide appropriate support from the local government and market. This cannot be achieved without the provision of the necessary resources or proper implementation of the legislation. Therefore, it is essential to integrate these three layers of activities to ensure the self-reliance and sustainability of the development.

In summary, participatory tools are fairly effective in project formulation in that they encourage people's participation and identify needs and problems. On the other hand, the PA is an approach that is essential to local people's experience-based learning and empowerment of the local community. Finally, PLSD is a fundamental framework to achieve self-reliant and sustainable development of the local society as a whole by integrating the PA with the perspective of local social analysis.

**Figure 9**





## 5. Recommendations for Formulating Effective Participatory Community Development Project

In this chapter, the study shows recommendations for formulating effective community development project based on the study conducted both for PA in the Philippines and PLSD project in Legazpi City, Philippines. The purpose of community development is not just to satisfy the needs of local people by providing basic social service and goods, but to enhance the capability, experience and mechanism of the local community toward collective actions so that the local people can identify the issue, formulate the action plan, implement the project and evaluate the performance self-reliantly and sustainably. Once the local people became capable enough to pursue such development process, the local community can solve the problems by themselves. This is the ultimate purpose of community development projects. The study showed some evidences that PA, especially, Social Preparation process composed of conscientization and organization building is essential to achieve this ultimate purpose. However, just applying PA approach is not sufficient to ensure the self-reliance and sustainability of the development activities. That is why PLSD was required to provide framework to improve the shortcomings of PA.

In order to incorporate PLSD aspect in participatory projects, there are several considerations to be followed. The recommendation first provides the requirements to be PLSD project. Second, provides the necessary condition for PLSD process to be sustainable. Third, identifies the target actors of PLSD project. The last, provides the necessary project components to formulate PLSD project.

Requirement to formulate PLSD;

1. To utilize PA in Conscientization, Organizing and Project Implementation Process
2. Selection of Development Strategy and Project Based on Research and Analysis of Target Local Society and Community using PLSD Framework
3. Formation of Collaboration/ Consultation Mechanism among Local Community, Local Government and NGOs
4. Not a Issue Based/ Sector Based One Shot Approach, But a Mid to Long Term Area Based Approach
5. Consolidation of Social Foundation toward Self-reliant and Sustainable Development

### 1. To utilize PA in Conscientization, Organizing and Project Implementation Process

For the basis of self-reliant and sustainable development, social preparation process, namely conscientization and organizing process are the must to be done. Without this process, we cannot expect any of the impact after termination of the project. And the direct involvement of the local people to all of the project process of research, planning, implementation and monitoring enhance not only sense of ownership to the project, but also the capability of the local people. This is because PA is an experience-based learning process.

### 2. Selection of Development Strategy and Project Based on Research and Analysis of Target Local Society and Community using PLSD Framework

For the successful and sustainable development, participation of the local people to all the project process is one thing and another importance is to know the existing capability, experience and mechanism of the local community. Without knowing this, the project will have difficulty in the stage of operation and maintenance. At the same time, to know the capability and status of local government, NGOs, and market is also necessary. This can be done by using PLSD research and analysis framework.

### 3. Formation of Collaboration/ Consultation Mechanism among Local Community, Local Government and NGOs

To form collaboration/ consultation mechanism among local community, local government and NGOs are essential for the sustainability of the development project. After termination of the project, proponent usually withdraws from the target community. However, if no one takes care of the target community after the project, it is difficult to sustain and further expand the development activities by the local people alone. To set up the collaboration/ consultation mechanism at the target local society is the solution for this problem.

### 4. Not a Issue Based/ Sector Based One Shot Approach, But a Mid to Long Term Area Based Approach

The objective of community development project is not to implement the project in the community, but to develop the community itself. In this regard, community development project should aim at the change of local community itself with middle to long-term time span. Not only the direct beneficiaries of the project, but also the whole local people of the target area should be the scope of the project in long term.

### 5. Consolidation of Social Foundation toward Self-reliant and Sustainable Development

Scope of PLSD is not limited to local community, but covers local social system as a whole.

In this regard, the target of the PLSD project covers local community, local government and local market. To consolidate these sub-systems in the local social system is a requirement to be a PLSD project.

To make PLSD process sustainable, it is necessary to meet with following conditions;

1. Formation of Formal Collaboration Mechanism between Local Community and Local Government with Permanent Basis
2. Institutionalization of PLSD approach for development policy by City/ Municipal or Provincial Ordinance and Regulations
3. Counterpart of the budget by local government and local community

1. Formation of Formal Collaboration Mechanism is necessary to ensure the consultation and supports from local government to local community. Without this kind of mechanism, local community will have difficulty to continue development activities sustainably.
2. Institutionalization of PLSD approach for development policy and program of local government is necessary so that the local government itself can plan and implement PLSD projects by their own mandate. Without this kind of institutionalization, after termination of the project, it is difficult to sustain the PLSD project by the government.
3. Counterpart of the budget by local government and local community is necessary to ensure the sense of ownership to the development project and its output and to continue its operation and maintenance even after the project termination.

As discussed above, the scope of PLSD project is the whole local social system itself. Thus, the following actors can be the target of the project. Such target should be appropriately selected based on the objective of specific project;

1. Local People and local community
2. Local Government Unit such as City/ Municipal Government and Village government
3. Local Assembly such as City/ Municipal Councilors
4. Development agencies such as Department of Interior and Local Government, Department of Social Welfare and Development, Department of Environment and Natural Resource etc...
5. NGOs and Universities
6. Provincial Government

7. Neighbor Local Government

8. Business Enterprises

Based on the assumptions above, PLSD project should include following project components;

1. PLSD Training to local government and NGO staffs
2. Research and Analysis using PLSD framework
3. Community Development project based on PLSD/ PA
4. Formation of collaboration/ consultation mechanism among local government, NGOs and local community
5. Institutionalization of PLSD approach for development policy by ordinance/ regulation

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## ANNEX 1. Resource Persons and Institutions on Participatory Approach in the Philippines

**Dr. Angelito G. Manalili**, College of Social Work and Community Development (CSWCD), University of the Philippines, Diliman. (Community Organizing)

Dr. Angelito G. Manalili is a professor of CSWCD, UP Diliman and the author of “Community Organizing for People’s Empowerment”, which is regarded as “a bible of CO” in the Philippines. He has long experience of teaching, training and organizing. His life itself is parallel to the history of Community Organizing in the Philippines.

**Prof. Elmer Ferrer**, College of Social Work and Community Development (CSWCD), University of the Philippines, Diliman. (Community Organizing, Community Based Coastal Resource Management)

Prof. Elmer Ferrer is a professor of CSWCD, UP Diliman, teaching Community Development. He is one of the pioneer of Community Based Coastal Resource Management (CBCRM) in the Philippines.

**Dr. Aleli B. Bawagan**, College of Social Work and Community Development (CSWCD), University of the Philippines, Diliman. (Community Education, Anthropology, Community Development)

Dr. Aleli B. Bawagan is a professor of CSWCD, UP Diliman teaching Community Development, at the same time, she serves as a chairperson of Community Development Society of the Philippines.

### **College of Social Work and Community Development, UP Diliman (CSWCD)**

CSWCD, which was established in 1969, offers graduate and undergraduate programs in both social work and community development as well as graduate programs on women and development. CSWCD has been playing the key role for both of theory and practice of CO in the Philippines.

College of Social Work and Community Development  
University of the Philippines, Diliman, Quezon City  
Tel. 929-2477; Fax. 929-8438

**Asian Social Institute (ASI)**

Asian Social Institute (ASI) is an educational institute established in 1962 to form socio-economic leaders for the Philippines and Asia, based on Christian Social Teachings of the Church. ASI provides graduate and undergraduate programs on social service and development, education, economics, social work and sociology. Especially, it provides International Diploma Course for Community Development for the training of Community Development and Participatory Approach for both of national and international students. This eight-week course is designed for development practitioners, extension managers, trainers, or social animators and all those involved in organizing grassroots initiatives at the community level.

Asian Social Institute

1518 Leon Guinto Street, Malate, Manila 1004, Philippines

Website: [www.asinet-online.org](http://www.asinet-online.org)

TEL Number: (632) 523-8265/66

Fax Number: (632) 526-6155

**Community Development Society of the Philippines**

Community Development Society of the Philippines, Inc. is the professional organization of community development practitioners in the Philippines and around the world. It has the objectives such as, to develop, strengthen and popularize pro-poor community development perspectives and practices, to establish support systems/ groups for CD practitioners and continuously develop professional skills and knowledge among them, to advocate Community Development as a discipline.

CD Society of the Philippines, Inc. (CDSPI)

College of Social Work and Community Development

University of the Philippines, Diliman, Quezon City

Tel. 929-2477; Fax. 929-8438

**Kapatiran-Kaunlaran Foundation, Inc. (KKFI)**

Kapatiran-Kaunlaran Foundation, Inc. (KKFI) is a social development institution under the United Methodist Church. KKFI (formerly known as the Methodist Social Center) has been in existence for 52 years. As a social development institution, it has remained at the side of the poor in their continuing struggle towards liberation, empowerment and self-reliance. The programs focus on the following areas: Social Services, Capability-Building/Education and



Training and Support Facilities.

Kapatiran Kaunlaran Foundation, Inc.

937 Padre Paredes St., Sampaloc, 1008 Manila, Philippines

Email: [kkfi@pltdsl.net](mailto:kkfi@pltdsl.net)

Telephone Number: (02) 735-4662-64 / 735-1465

Fax Number: (02) 735-1465

### **International Institute for Rural Reconstruction (IIRR)**

IIRR is a small international development, research and training organization with over 80 years of grassroots experience working in people-centered, sustainable development in Africa, Asia and Latin America.

IIRR Headquarters and Regional Center for Asia

Y.C. James Yen Center, Km. 39 Aguinaldo Highway, Silang, Cavite 4118, Philippines

Tel/Fax: +63 46 414 3216 | [information@iirr.org](mailto:information@iirr.org)

Regional Center for Africa

P.O. Box 66873-00800, Westlands, Nairobi, Kenya

Tel: +254-20 444-2610/0991/6522 | Fax: +254-20 444-8148 | [admin@iirr.org](mailto:admin@iirr.org)

### **CO-Multiversity**

CO-Multiversity is a NGO that provides “basic training programs on issue-based community organizing approach.” It was established in 1993 as Community Organization Training & Research Advocacy Institute, Inc. (CO-TRAIN), and in 1998, it changed the name into CO-Multiversity. CO-Multiversity, as a training institute, has a trigonal relation with COPE (Community Organization of the Philippines Enterprise), as a development NGO, and Urban Poor Associates (UPA), a federation of POs that were organized by COPE. One of the characteristic of the CO approach that CO-Multiversity utilizing is confrontation- conflict approach, which has a root in Alinsky.

18 Marunong Street Brgy. Central, Quezon City 1100, Philippines

TEL: (02) 922-0246 FAX: (02) 927-0794

## ANNEX 2. Self-Evaluation Sheet for PO Performance

Indicator	Criteria	Score 1 to10	Note
Norm			
Vision formation	PO has clear objectives and vision, and it is fully understood by the members.		
Decision Making	PO has clear and democratic decision making process.		
Role and responsibility	Role and responsibility are clearly defined and not concentrated on a specific person.		
Accountability	Activity report and Financial report is open to the members.		
Motivation/Morale	The members have enough motivation and morale for the activity.		
Constitutional by laws	PO has constitutional by-laws. PO is managed based on the by-laws. The member understand the by-laws.		
Institution			
<u>Government</u>			
Recognition	PO is registered at SEC. PO is the member of MDC or BDC.		
Negotiation with GO	PO has negotiation channel, such as dialogue, consultation, petition, with government organizations.		
Support from GO	PO can get the support from government agencies.		
Ordinance/ Resolution	Ordinance or Resolution was established as a result of activity of PO.		
<u>Marketing</u>			
Market development	PO can develop new market for products.		
Market Channel	PO has several alternative market channels aside from the one that relying on.		
Market Information	PO has sufficient information on the market.		

Profit	PO can make profit from the activity.		
Resource			
Management Resource	PO has sufficient amount and quality of management resources.		
Human Resource	PO has sufficient number and capable human resources.		
Information/ Technology	PO has sufficient information and technology for the activity.		
Financial Resource	PO has sufficient financial resource for the activity.		
Capability			
<u>Planning/ Implementation</u>			
Research	PO can conduct research and find problems.		
Discussion/ Planning	PO can discuss the problem and make action plan.		
Implementation	PO can implement the project based on the plan.		
Evaluation	PO can evaluate the project.		
<u>Organization</u> <u>Management</u>			
Meeting	PO has regular and emergency meeting properly.		
Attendance Rate	Attendance rate of the meeting is sufficiently high.		
Financial Management	PO is keeping financial book.		
Membership/ Service fee Collection	PO can collect the membership fee, service fee, and other money that supposed to be collected.		
<u>Resource Management</u>			
Resource Maintenance	PO can maintain the management resources adequately.		
Mobilization of members	The members participate in activities based on the schedule or request.		

## ANNEX 3. Ten (10) Basic Steps in Community Organizing

In 1985, a national workshop among urban and rural CO practitioners was held in Manila, Philippines to discuss an assessment of community organizing praxis over the past several years, and its prospect in the years to come. Though called by other names or sometimes not strictly followed, there was a consensus among participants that the following set of activities constitute the steps necessary in organizing communities for empowerment.

### Step 1 — Integration

In this process, the organizer immerses herself/himself with the local community and undergoes the same experiences of local people so as to build mutual respect, trust and cooperation. This can be done in many ways such as: participation in direct production activities, house visitations, congregating and conversing with the people in communal areas and attending social functions like birthdays, weddings, feasts, wakes, etc.

### Step 2 — Social Investigation (SI) or Community Study

This is the process of systematically learning and analyzing the various structures and forces in the community as well as the problems and issues that need immediate or long-term solutions. The organizer determines the community's interests and attitudes to the issues, identifies potential leaders and comes up with a tentative approach to organizing. SI methods may include interviews or dialogues with people, personal observations of the organizer, examination and review of secondary data or a participatory approach such as focus group discussions (FGD) or participatory research. SI is a continuous, on-going process.

### Step 3 — Issue Identification and Analysis

This is the process of defining, analyzing and ranking community problems according to their importance, the urgency of solving them, the number of people affected and the probability of resolving them through community mobilization. It aims to identify the common felt needs (not perceived needs of the community). These issues or needs are often addressed through self-help or externally-assisted socio-economic projects either because people tend to shun confrontation with authorities thru negotiations and/or pressure tactics, or people's traditional concept of community action is through socio-economic projects.

### Step 4 — Core Group Formation

This means involving the more advanced local leaders who have been spotted by the organizer during the integration process. They are then constituted as the core group. They may be

informal or temporary leaders, i.e., until a formal set of leaders are elected or chosen by a community. This process is necessary for the next stages of organizing — mobilization and organization building. Good community leaders are usually those who belong to the poorer sections of the community; are well-respected and influential members of the community; possess a critical perspective; are desirous of change and are willing to work for change; value collective leadership and democratic participation; and can communicate effectively and can find time to perform the necessary tasks.

#### Step 5 — Ground Work and Community Meeting

Groundwork means to motivate people on a one-on-one basis or through informal group discussions towards collective action, sometimes with the aid of a core group. It aims to bring about the emotional, mental and physical energies of the people and raise them to the level that they are willing to take collective action. After this is achieved, a community meeting is held to arrive at an agreement on the necessary actions and to delineate tasks to be undertaken to resolve the issue or problem. In some cases, it is the core group who handles the meeting, with the organizer staying in the background.

#### Step 6 — Role Playing

This is a simulation practice for the community members who are tasked to negotiate with persons or authority or even the adversary. In this session, the organizer envisions every scenario that may take place during “confrontation” or “dialogue” between the community and the “target”. It aims to prepare the leaders for the actual process of negotiation and anticipates possible outcomes to ensure victory for the community. This process is usually done in issue-based organizing.

#### Step 7 — Mobilization or Action

This is the high point of the organizing process. Action may mean engaging in a dialogue or protest under issue-based organizing, starting a livelihood project or a cooperative under project-based organizing. Mobilization or action is the community’s expression of power while confronting the powerful.

#### Step 8 — Evaluation and/or Reflection

This is an activity conducted after every action or mobilization to extract lessons learned on how to improve future mobilizations, and constitutes a vital part in the training of the core group and the community. The people take note of what has been and what has not been accomplished and what remains to be done. It is also an assessment of the strengths and weaknesses of the

community's mobilization. It can also be a self-assessment of all the participants.

#### Step 9 — Formalization of the Community-Based Organization

Lessons from the Philippine experience show that forming the people's organization is best done after the community undergoes a mobilization or action phase and has gone through an evaluation or reflection process. Some principles in setting up the organization are: ensure the maximum number of membership; practice a collective or shared leadership; and emphasize simplicity of structure.

#### Step 10 — Phase Out

Because CO is an enabling process, there comes a time when the organizer becomes dispensable and the People's Organizations (POs) take over. When the indicators for success set by the NGO have been significantly met, e.g. high levels of socio-political awareness, sustained membership participation, a vibrant pool of trained community leaders, clear plans and goals set by the community, etc., the organizing process may be turned over. The turn over includes the transfer of community organizing roles and responsibilities as well as documents. However, this does not necessarily mean a complete pull out from the community as the NGO may be able to assist the PO in a new role, such as helping community organizations form groups or federations or engage in national advocacies.

Cited from: Asian NGO Coalition for Agrarian Reform and Rural Development (ANGOC). (2010). Ideas in Action for Land Rights Advocacy

## ANNEX 4 HIGHLIGHTS OF INTERVIEWS

### **Dr. Alieli B. Bawagan**

College of Social Work and Community Development (CSWCD), University of the Philippines, Diliman. (Community Education, Anthropology, Community Development)

Dr. Aleli B. Bawagan is a professor of CSWCD, UP Diliman teaching Community Development, at the same time, she serves as a chairperson of Community Development Society of the Philippines. In her interview, she shared the overall picture of human resource development of Community Organizing in the Philippines, thru curriculum of universities and thru other institutions.

### **Community Organizing as a subject of CSWCD**

A part of our curriculum is really CO. The major component of our curriculum: perspectives, community practice skills and research. Part of the community practice is organizing, training and planning and also advocacy. We see that without organizing we cannot do all the participatory processes so we really ensure that the skills of the students in terms of organizing are in place. Organizing has a lot of modules and there is also field work. Part of the field work is that we require them that they really do organizing in their field sites. As academic program, our school provides those skills for our students that they be aware and knowledgeable of skills in organizing at all levels – barangay level, going to higher levels such as municipal and provincial level and then going as far as setting up coalitions and alliances. These are all part of their classes. And, aside from the theory, they are able to see in actual how it is done through their field immersions and actual field practice for one year. So our framework is not just theory and how it is done in class but they learn about it already through immersing themselves in communities and through actual practice.

But then, not all of them, some of them will do organizing work after they finish. And as part of their work, some are into coalition work and alliance work for their organizations. Some go to direct organizing. Some would be in training if the job they found is education work. What they will do in turn is to train local organizers. This is one of our objectives. We want to transfer skills. If we do organizing in our field work, part of it is training local people. Our perspective is that we are not to be their forever but to transfer knowledge and skills for them to do organizing by themselves. Some of our graduates, while they are not involved in actual organizing work; they are involved in training and capacity building of their partners. So they are doing capacity

work at the ground level because this is also our objective- to do capacity building in the ground.

### **Role and Program of Research and Extension for Development Office (REDO)**

So that's for as an academic institute, but since we also have research and extension for development office (REDO) which does training for other NGOs. They do extension work or training activities with NGO partners like for organizing. They target at least one training every year to NGOs which need upgrading of skills. The module for instance is focus on themes of local governance. For instance, the question of PO leaders becoming officials of local government. We have examples in local level like Anda. Some of the fisherfolk leaders there are elected in barangay council. But that's not only in local level; there are other experiences even at the national level. We know that some of our PO leaders have been Party List Congress representatives. Let's see from a local organization they move to national governance and in Congress. So that's one example of how our organizing work has gone beyond communities and they have moved to legislation from local to national. So they have already legislation task. In the community, even executive tasks, if they become barangay captain, so they have other tasks outside from their POs. So, this kind of new engagement is being inputted into the training which NGOs may consider for their organizing work at the local level. They might want also train their leaders in terms of legislation and governance if their leaders are thinking of that trajectory or if have plan to do that. Before we do training, we arrange the module for that particular topic. It can also for instance for a topic on women organizing and women leaders. The training that REDO is conducting goes beyond community organizing; it seems like intermediary or focused skills or emerging trends among POs.

### **Schools and Institutions that provide CO training**

Our school is doing CD. When we organized our CD Society, we learned that there are already various schools providing CD academic programs. For instance, University of Eastern Philippines (UEP) in Samar, they have Bachelor of Science in Community Development (BSCD); Western Mindanao State University in Zamboanga, they offer BSCD. Of course, there is also Bachelor of Science in Social Work (BSSW), so its CD graduates doing organizing but even not social work graduates are also doing CO, not only these courses, even Development Studies in UP Manila. From the academes' contributions on CO, we might also cite that even BS Socio and Anthro, some of them are also into CO work. Also the other NGOs for example, CO-MULTIVERSITY...other older organizations, like Urban Poor Association (UPA)... There are other NGOs that part of their task is really training of COs.



So as I said the academe doesn't just contribute through our courses on SW and CD and the other schools. The second group of doing CO is the NGOs and the POs and they are also doing their share. Across the country also, groups in Iloilo will do that, groups in Samar will do that. So whatever started as a small thing in the 1970s has really expanded. That's why as you can observe if there is a local issue there, there would be one organization that will stand up and speak in behalf of the marginalized, the farmers, so it is not something that it takes long time before it is established by an organization.

I can say that those involved in whole CO skills, training, and various institutions, even the government will already have that. For instance, the local government, they will have Municipal Planning Officer and sometimes they have CD worker at the municipal level. And, these people who are hired by LGU will be tasked by their bosses to do training in the ground, in their villages.

Sometimes our faculty though as individual in their own, they have trainings. Some of them are invited to do training on CO. For instance, Dr. Manalili is always invited to speak about CO in different venue. Sometimes Prof. Magcuro also does that. Sometimes, as a team, for example three or four faculty members are invited by NGOs to do training on CO. I remember an NGO, Plan International, so they ask us to do training in CO-CD. Many faculties are involved in their training because we also have to do mentoring in their CO field areas. It can go like that. If an NGO has many COs who need to be trained, they will contact us. If that would be arranged so we can help them. So as an institution, in our courses, in our extension work, individual faculties and sometimes like consultancy with other NGOs.

### **Even Military studies CO**

There are also differences. For instance in our political spectrum or continuum, something like there will still be right to left. Even rightist would still do organizing works even leftist. Our language is also even use by armies. They use community immersion. They are even using our term, core group building.

For the past ten years, there were some military officers who enrolled. For instance, his position is major or sergeant. Some of them based on my interview said that part of it is for career - if they want to be promoted, they must to get higher studies. Some of them study here but not all of them graduated. For instance, the other is assigned in different field so he cannot come for classes so he does not finish. But some finished. Like last April, I remember one soldier graduated. Not all of them are combatants. The other one is an information officer. Few are

combatants, some of them are really in the offices where they think it would be good to study CD and change some of their strategies. Sometimes you can speak the same language with them.

### **Community Development Society of the Philippines**

Actually, we thought of not only academes are the members, even including the NGOs and POs, but as of now mostly academe, which is also good because we don't really have the chance to know other as academic institutions. So, now we are trying to do those even the schools to upgrade our own curriculum. What we had last year were series of workshops on disaster resilience. We had trainers' training last August and we had workshop in Samar, Iloilo, and Los Banos, so mostly there are academic institutions doing CD so that their curriculum would also contain disaster risk reduction module to be included in their skills module. NGOs are still few and mostly academic institutions or extension institutions. We had 300 to 400 members and the schools more than 20 but not all BSCD; some are ABCD or Development Studies, Social Development, Social Work. It is still new, it's like we are only less than three years.

We try to build local CDSP (CD Society of the Philippines). For instance, in Samar because of the trainings and activities they did there, they themselves knew each other, who among themselves are CD practitioners. Also in Iloilo, before we had CD Society, they do not know that these schools are offering CD, so at least now they get to know each other and there is an exchange at the local level.

For instance, that one [referring to the 2010 documentation], I asked friends from Iloilo to bring it there to distribute to those who are doing a little CD so they are able to share their works. There are some teachers of CD who are using our proceedings for their classes, so those are really overused on other schools who do not have much material. Once I visited one freshman faculty, he really overused our materials for his classes.

**Prof. Elmer Ferrer**

College of Social Work and Community Development (CSWCD), University of the Philippines, Diliman. (Community Organizing, Community Based Coastal Resource Management)

Prof. Elmer Ferrer is a professor of CSWCD, UP Diliman, teaching Community Development. He is one of the pioneer of Community Based Coastal Resource Management (CBCRM) in the Philippines. In his interview, he shared the basic information on human resource development of Community Organizers in the Philippines, at the same time, the current trends and issues on CO in the Philippines.

**How are the CO workers trained?**

There are perhaps what you can call formal institutional training and non-formal training. So if we can begin with schools and universities: like in the college, CO is offered as one of the courses in the undergraduate and graduate CD course. To my knowledge, in UP-Diliman, in UP-Visayas, particularly in Miag-ao Campus in Iloilo, in UP Los Banos, though I am not sure if they call the course CO, it might be embedded in some other CD subjects if you are aware that there is a masters and PhD program in Los Banos. Many of the universities borrowed if not copied the curriculum of the college here. UP-Visayas for instance, they admit that they copied; University of the Eastern Philippines (UEP) for instance, most likely where we have graduates. We have several graduates in UEP in Catarman, Northern Samar. Many teaches there. At least, there are three. UP-Visayas includes UP-Iloilo and UP-Tacloban. There used to be a CD course in UP-Tacloban, but I don't know the status now. We had a graduate from the college who taught there for years. Then, Mindanao State University (MSU) in Lanao. Then, we have also in Zamboanga State University, there is a CD program there. It would be more accurate if you can get a copy to Aleli of the member-universities in the CD Society. We have managed to contact most of the CD schools and universities. All of them are having courses both at the undergrad and graduate level.

For those colleges where we don't have graduate, they know because some of them would be looking for curriculum or syllabus. For example, St. Joseph College, they offer CD course. So I am saying where we have graduate, where we have professors who graduated from here, most likely they will be adopting from their course work here. But even before, there would have been an informal gathering in CD process. I know for a fact in some that they admit that they picked up the curriculum here. But, it is not accurate to say that everybody. There might be some who picked up here. So that's the formal side of it. I forgot, the Asian Social Institute (ASI) may have course also.

### **CO training by non-formal institutions**

So the non-universities, when I say informal, it is not just necessary a custom-made curriculum. There is a CO-MULTIVERSITY. They have training. They are NGO, but they call themselves a school. They have been offering CO courses and recently they have been more active in the South. I think it's the function of funding availability because when many of the funding agencies left the Philippines; those who stayed said they would only fund projects in the South. Many funding groups want to spend their money in the South in Mindanao. So like CO-MULTIVERSITY, most of its current programs are in Mindanao.

Another group would be ZOTO. But, ZOTO has split into several groups. So, there is one in Navotas, which we relate more. They have been conducting CO trainings in urban poor communities. I think many NGOs, their staffs who do direct community work would have their own CO training or they organized and get resource person from universities for instance or other partners or their networks. They don't send them to formal training. They may organize and bring several groups together and get resource persons from the outside.

### **Current Trend of CO Work**

What's happening now is that not many are really doing direct CO. Many are doing advocacy work. I don't know the exact number, but it has significantly decline, those doing direct CO. Many NGOs are into advocacy. There was an effort to show that thru advocacy, many communities can be reached more or benefit more rather than doing organizing in one community or several communities at a time. The rationale is that if you do direct organizing, you can only influence several communities, whereas if you do policy advocacy, the policy can benefit more than several communities. But, I don't agree on that actually. You are aware of the fact that we have so many good laws and policies, but that hasn't really brought more significant change. Many NGOs are still fund-driven.

My feeling is that CO is on the decline, CO itself. Though, the only maybe group who are becoming out is the army, the Philippine Army. If you notice there new program, which is called Bayanihan, they use the word CO-CD. I think because of the graduates. One of our graduates did his thesis the use of CD for: they are not calling it for counter insurgency but for peace. Because now they are saying that the anti-insurgency cannot be solved through war, through arms. They now claim that this can be solved through community work, community development. I don't know who are assisting them. I maybe wrong but that is my sense. As I said many are in the advocacy.

Funding may be one reason. Another is that real CO work is really difficult. Because you really have to live in the area, it is not just about visiting style. Like SIKAT, they have COs and that CO lives in the area. The CERD for instance, they have staffs. The Tambuyog is gone already, they are in advocacy. In Sorsogon, there is COPES that used to be Tambuyog branch but it became autonomous. So they still have CO programs.

### **Need to Go Back to Freire**

When I was thinking about your invitation, what I wanted to do is to ask them first: how do they do their work?, how do they relate to the people they work with? I'll ask some basic question: in your work, do you believe that the people themselves can learn to do it, identify their problems, identify their resources and begin to address such. I'll establish the idea that CO is effective because of the beliefs that people are able to understand their own problems and help address them. I'll be very vocative at this thing. Then, I'll find out if there is a system to which how they do it. You can find sample from the participants then cull them. And, input what has been done and what has been label as CO process. So after I hear from several participants, so what you are doing is very similar to what has been label as community organizing. Then, I can proceed to laying down the different steps.

What I think is lacking to CO training now are the philosophies. Like, Freire, the idea of conscientization, what do you ask people about resources... I don't think many people still remember the idea of: like the Freire's methods of conscientization starts with the experience of the people so you ask for familiar words. Like for instance, when we were doing it in Mindoro, it was a literacy program, so you ask the Mangyan, what are the words you use? For instance, they call the low-lander, the question of 'unat' or straight. Because they have curly hair so they are called 'kulot'. So one of the common words is 'unat'; they are referring to the Batangenas, the people from Batangas who migrate to Mindoro. And that's why it's common in their choices of words because it means the 'unat' who initially released their cows. And, as the cows move up, they started fencing, so that's how they ground lands. So, that's the Freire method, in that sense. But people don't do that anymore.

Right away when you ask the people what are your resources or what are your problems; you expect people right away to give you a cue. That question is not a good question because it's conceptual. What is your problem? That's a concept, problem. Instead of asking them what their concrete experiences are. So what I think: that is missing in CO training, either, you just go to the steps and don't explain the rationale for doing that. I want to go back on that. I like to

review and give why do you do role playing for instance, so that's what I think need to be cleared but it depends where are the participants in their practice and consciousness.

The way we do field work for instance, also limits you to go to the whole process because when you enter the community with your partner, you don't begin with...of course it's the CO process- you begin with the people are known, if you enter in the area, what are they doing? But sometimes, because fieldwork students can just stay in the area for the whole semester so they have to plan their work within this basis. So they don't really either do or don't want to do because sometime, their supervisor is looking for output. That's why it is in this sense that it is really hard to do CO. But for me, I really would like to really advocate that we go back in that kind because in the long run, it is more effective than doing advocacy work. That is a debate among some of us in the faculty on how effective is to do policy work or advocacy work. Of course, some CO activities have advocacy work.

**Dr. Angelito G. Manalili**

Professor of College of Social Work and Community Development (CSWCD), University of the Philippines, Diliman. (Community Organizing)

Dr. Angelito G. Manalili is a professor of CSWCD, UP Diliman, and the author of “Community Organizing for People’s Empowerment”, which is regarded as “a bible of CO” in the Philippines. He has long experience of teaching, training and organizing. His life itself is parallel to the history of Community Organizing in the Philippines. In his interview, he shared basic philosophy of Community Organizing and the training and organizing process of grassroots leaders.

**How Did I Learn Community Organizing?**

Me, personally, I don’t have personal training in CO. In fact, I don’t even have any 3-unit course in CO, CD, or SW, but I learned this from practice. How my whole life, I was just 14 years old then, and I was already in company with the farmers, fisherfolks, workers and indigenous people. I came from the basic masses such type. That is why when I was still young; their life was my life already. So in the process of growing up, I couldn’t take away my life to their lives. That is why when I was already studying until eventually I was in University of the East (UE) and taking-up AB-Political Science, I already saw myself in the youth movement like that... in activism, so I was also trained in the streets. So, my first involvement in CO work was in the range of the students. Because I was a working student... in the morning, I work and in the evening, I study, that’s the ultimate reason why and my primary role when I was still a student was in the student movement and labor movement. I was part in establishing unions.

When I was still a student, it was in 1960s. I was already part of it. The start of my true involvement in activism was around 1960s, the time I was student in UE taking AB-PolSci, that’s where I was really involved in organizing as a student activist. Because I was a working student, I worked in the textile factory so my first involvement in union work was in the factory where I was working with. But later on, I became part of the progressive movement in line with the workers; so what happen was I became part of organizing unions in the workplaces. Later on, what happen was...while I was studying and part of organizing workers; I was able to finish my studies.

When I was removed in work because I was fired due to leading a strike, I went back to Bataan. When I arrived in Bataan, the one who financed my studies was already a governor. Because we were poor...so what happened was the one who financed my studies from high school to

college... when he started to finance my studies, he was still a mayor, but the time I was fired in factory where I work, he was already the governor of the Province of Bataan. What happened was I went to the government, but I was told by the governor not to and if I really want to teach because my dream is really to be a teacher so I really prepared myself for a teaching position. I was removed in my work, but by that time, I was already taking masters with 18 units in PolScie. When I went to Bataan, the governor told me to teach in Bataan Community College and during that day, I went with him to the Capitol.

When I was already in the Capitol that is where I learned more about CD. My learning/orientation in CD was in the government because by chance my first boss was the former regional supervisor of CD. He was a former high official, a regional officer, in that time, PACD, the Presidential Arm in CD; so he became more my teacher in CD in the sense that it is with him that I learned to appreciate the system of serving the people with appreciation.

### **CO Work by Government**

He was my boss because we worked together in provincial planning and development office in local government...That time it was already 1970s... martial law year...So what we are talking about local social development was already done during this time. We discussed that whatever we are planning do not have significance if the people are not part of it, but if they are, they must be organized. If they are not organized, what will happen? Their voice will not be organized. So during that time around 1972 to 1977, in order for the local social development to be alive in Bataan, we really helped in establishing organizations that time. But the problem was in establishing organizations because of martial law, I could see the foolishness that's happening because all government agencies, even the NGO were organizing. That's why in our class, I always present 'the state of the art in CO' that because there are a lot who are involved in organizing, the community becomes more disorganized. I saw this while I was in Bataan. In the process, even though I observed this system, I could not...this means that even we are doing effort to correct the system because basically the system is top-down...and it was martial law, if you gather together even few, you will be put in uncertainty. I saw the situation that there is organizing, but definitely the organizing as what we call is mandated such type. Government establishes. I saw that before and until now, it is still working. The government is not even changing. If they are farmers, they will be organized it as farmers' association by DA; they will be organized by DAR as agrarian reform beneficiaries' association; NIA organized the farmers as barangay irrigators' association like that. So, when government agencies who go to the barrio, all of them organize. This is where I see the system whereby if this will happen most of



the time, it will be relegated in the background where the real initiatives of the people, their own organizations will not be recognized. So, what will happen?

### **Start Teaching at CSWCD, UP Diliman**

Ultimately, I came here in the college, from the Provincial Government of Bataan from 1972 to 1977, but in February 1977, I transferred here. But when I transferred here, my mind was already set in a vision that if we organize, it must be organizing from the people and for the people. When we talk about organizing, it should be the process of ownership so in the process of evaluating together the situation of the people, dreaming together of changing their situations, the organization is formed borne out from the condition of their needs. Ever since, this is my perspective. So when I was already here in the college while teaching CO because ever since what I teach here in the college is CO, even all the materials used are all Western according to Alinsky, according to Kramer, according to Murrayross, I thought why not according to Tatay Andres Bonifacio, according to Macario Sakay, why not as told by Tatay Ingo or Nanay Maria. So in the process...while I was already teaching in the college, I thought of having PhD, and my purpose was just to write a book in CO.

So, I was able to write a book in which almost became the basic textbook in CO. If we use this textbook in CO, we already know what kind of organizing which even before is really chunked here in the college; that is basically the content of my book. But the truth is until now; this is not yet the norm, especially when we talk about the government agencies. Until now what they know about organizing is still the same that they were doing from which they know they are the hero, not the people. Basically, this is fronted. So we can see that all the organizations they establish have the same name. What happened for me is that in the course of my life, while in the academe, when I was already here in the college, is where my involvement in working with the peasants is strengthened. That's why I became part of organizing the Alyansa ng Magbubukid sa Gitnang Luzon (Alliance of Central Luzon Farmers) and later on became the Kilusang Magbubukid ng Pilipinas (Philippine Peasant Movement), until I became involve in organizing Pamalakaya Pilipinas (National Federation of Fisherfolks Organizations), until to the point of later on I will be part in organizing groups of the indigenous people and urban poor workers.

### **Community Organizing for the People, from the People**

The truth is that my alternative view in CO is that for the people and from the people which this is shown by the self-organizing of the people. The organizing that I present is two - the organizing for the people and organizing done by the people themselves. As I said, if we really

want to help the people, this is where we must focus to (mamulaklak at mamuhay) blossom and keep alive their initiatives.

Now the problem there is that, for instance I, myself, I am lucky because I became part of an institution, Methodist Action Center (Kapatiran Kaunlaran Foundation, Inc.) because my involvement here becomes the reason why I get very close to the struggle of the poor. Because what happens is that in almost 4 decades of my life, I became the blacksmith of organizers of farmers, fishers, indigenous people, urban poor. The message that I always state is that the farmers cannot rely the organizing from the professionals. It is not possible that those who will organize the fishers are the professionals. The organizing of the farmers, fisherfolks, indigenous people and urban poor workers must be done by themselves. If there are professionals who will help them- those who are NGO workers, government workers, basically their role must be facilitative, not to organize the people, help them organize themselves such type.

In my lifetime, in the 4 decades of my life in the involvement in capacity-building, my role is to help in the multiplication of the number of organizers in the line of basic masses. Now, I am helping in providing trainings for the nuns, priests, pastors, church workers and civic leaders. I also give training in community organizing but my purpose is to show to them why they are given training is for them to see their role in community organizing as facilitator, not organizer, as if what will happen is they will organize the people. In fact, what happen to my life is like that. Until now I am still involved in providing training in CO, but I am lucky because I am involved in an institution, the Kapatiran Foundation, Inc., which really generate resources to provide free trainings to the leaders of the basic masses and to provide learning to the church workers. In fact, we are talking about faith based organizing, the initiatives of churches on their own in helping to organize and strengthen social action.

Anyways, my learning is based on practice. What is fair for me is I was involved in the academe and ultimately my experiences in working with the people became a book. And even now wherever you go if we talk about CO is that it is Ka Lito. Most of the development workers, especially in the range of NGOs, if CO is discussed they will say that our bible in CO is the book of Ka Lito.

### **Training System of Kapatiran Inc.**

The system is like this. The organizations from the local, from below are the one who choose their leaders who are farmers whom they believed can be trained to be organizers among the range of the farmers. That's why we are not the one who select; it's the POs that we are helping.

For instance in ZOTO, those that we train are their leaders, it's them who choose. One more thing, our trainings are not one-shot; its continuing education. For instance, in order for you to be capable, the first module that you join is CO. So what happen is that you will be trained in organizing work until to the point that you are really helpful in organizing the urban poor communities. However one day, what will happen, in order for the organization to be strong; we must do something. We need to activate projects. So the next module that you attend is participatory project development and management so you will be trained that projects are not imposed to the people.

It is necessary that while the organization is moving, continuing to evaluate their conditions, continuing to select the project that could develop them, continuing to learn that together, until in the process that they can observe that these projects are good for us. These will be the projects that they will plan and realize. So now, if you are trained on that, you can help the organization so their project is not imposition, not all about candle making or not all other sorts of making such type but what is needed in the community, what resources they have, what talents and capabilities they have. The project must evolve on these.

Then part of the system is, one day; you will again attend module in participatory management and strengthening of PO. The purpose is to assure that organization is strengthened along with the development of the project because what is usually happening is that the organization is neglected when they are already managing project. The purpose of our third seminar module is to assure that not only the project is developed but the organization as well. The two must be developed at the same time. The project must be the vehicle of continuing capability building, empowerment, and self-reliance of the people. It is not like the case of Cooperative established by the government where in the Cooperative progressed but the people did not.

### **Organizing of the Grassroots Leaders**

The system is like this...that's why our work bear fruit/result is for instance, CO training...after CO training, there is something to do to practice what he learns and this can be observed in the heap of how he can help in building organizations in other communities. So after that what will happen, he helps in continuing the expansion of the organization such type. And after that what happen is that whatever he learns in participatory project development and management is translated to the point that the projects in the community succeed because it is being studied first.

Now, his training in participatory management and strengthening of POs, it is where he can see that the organization must be continuously strengthened. There must be division of work. But you know, what is great here is that the trainees practice what they learn because they have positions in the organization. So the key here is that there must be monitoring-cum-follow-up. It is not about your training and after the training, it's gone. We, our system is, for instance, I am involved in KMP, I am the Chairman of the Education Committee, I am involved in Pamalakaya Pilipinas, I am involved in ZOTO, in KPML (Kongreso ng Pagkakaisa ng mga Maralita ng Lungsod) (Congress of the Urban Poor), so during our meeting our discussion is where are the trained, what are they doing. That's why it came to the point that later on before you attend the training of Kapatiran, you will pass many things. For instance, in the process, all of those organizations became strengthened until they became nationwide, except for the small organizations, what happened is that these organizations have training organization, so they already have their own continuing training for their members.

For instance is... before you join the organization, there is an introductory course for the candidate members. In short, before you enter the organization you already know what kind of organization you are entering to. If you are already involved here, you have continuous learning to undertake. For instance, the basic course for the level 1 member- the status of the peasant class; the second level (level 2) is the condition and type of peasant class; then, the level 3 is the condition and movement of the peasant class and other poor classes of the society. So the system is while you are progress there, you are being filtered until to the point that if you have the potential to be organizer, then you will be selected. If you are selected, that's the only time that you will go to Kapatiran to be trained as community organizer. So, you have the appointment that after you finished in Kapatiran you will be an organizer. And being the organizer, you will not really organize. What will happen is that you will be the facilitator among the range of peasants. In other short, you cannot organize the organization of the farmers/peasants where you will be assigned because what will happen is if you are only facilitator. Because the community needs to own the organization which is build for them. So what will happen is you will be the cadre.

Problem with the government is that whatever training you provide to the development workers of the government, there program is in Ghant chart. And one more thing is that they want to be in the forefront, the hero. Such is the same with amass of NGOs. They need to report to the donor agency so when they report, they are the hero instead of the people that they are helping.

### **Shortcomings of CO by some NGOs and Government**

They cannot really apply these because what they want is different from us. What we want is to continuously help people to be the heroes. But many NGOs even the government, they want to be the heroes. So it is impossible that they can apply this not unless they will change the course of their minds such type. This means it's difficult. You train and train them but you're problem is they are still bound in the system of 'they' – they are the one telling the people that 'this is your problem'... 'this is what you need'... 'this is the good project for you'... 'this is what you do'. When they organize, Cooperative is the organization that they build. They will conduct pre-membership training. After two or three days of this training, they will discuss the ready-made constitution and bylaws which is in English. Then, they will select officers. After the election, they will register it to SEC (Securities and Exchange Commission); the Coop is accredited by CDA (Cooperative Development Authority). But that is not what we are pointing at. That is what we call 'how not-to-do CO'. But this is still the same thing they do. Their organizing is only one day, and then it is done. Then everything is English. Then all the documents are in English. But, the organizing that they are talking about does not have document because it is weave...it comes from here. This is molded by the collective consciousness of the people.

### **Role of Kapatiran Kaunlaran Foundation, Inc**

Our basic role is in the seminars. We are helping them to train. But after the seminar, it's them. It's their organization to assure that whatever they learn, they can practice. But, they learn more in the position to practice this because they are in the organization. Unlike in the government, the development workers of the government, what is still in their mind is their program, what is still in their mind are their deliverables. So when they organize, the purpose of their organizing is to develop a service delivery mechanism. So they establish association of farmers, they will call Agrarian Reform Beneficiaries Association which will serve as a service delivery mechanism of the government for its program, CARP (Comprehensive Agrarian Reform Program). But this is not the kind of organizing that we are talking about.

Our training in Kapatiran is very simple. It is replicable. As you can see, we are not even using multimedia...because the training that we want is that the trained is also the trainer such type. So this means, this is already amassed from the range of farmers, from the range of fisherfolks, from the range of urban poor. There is already a mass of trained Ka Lito who are now conducting works in the ground. In addition, our system is built-in. It is built-in in our seminar from which those who are standing out are really monitored to be the training in the ground. That's why what happen is as you can see, before our seminar is only CO. But later on, we

developed another module, participatory project development and management because the farmers, fisherfolks, IPS, urban poor workers told us that they are already capable to conduct trainings in CO; our problem now are the failing projects, so we need to solidify; that's why develop module in participatory project development and management. We have studied basically that the projects are not progressing because these are impositions, only few think.

So it is the same, there are many. Even among the range of church people, their testimonies...sometimes when you meet them, you will be surprised that they are already the one giving training about that.

### **Style of CO Training by Kapatiran Inc.**

Usually our training in Kapatiran takes 3 days. In these 3 days, they will take up the CO course just like you had. I have 3-day module where in the 1<sup>st</sup> day is about CD Framework and CO Process; then, the two days are workshops on how enter the community and integrate with the people, how to do social analysis together with the people, how to do smarting and development of the leaders for the system of core formation- the whole process of CO. The 3-unit course can be 3-day course. If you want, the system can be- I will just start - the first training, then you can just supervise the trained who will be the next trainers.

There must be monitoring-cum-follow-up after training. But the one who will do this must be them. If you're the one who will help them practice what they learn. You can discuss how. In our case today, Kapatiran and KASAMAKA-CBR and CBM-CBR joined together, our plan now is to help in capacity building with the persons with disability. But our agreement is that our deliverables in Kapatiran are the trainings. So our system is like this, so the first training is CO. But after CO training, they will not be trained in the participatory project development and management. In three months, they must do something in their organizations. Now if these are persons with disabilities (PWD), we found out that all organizations of the PWD are the organized by the government, so the organizations are just in municipal level, no organizations in the barrio. So our system is like this: each seminar, our partner are LGU and local NGO that are helping PWDs. 20 of the participants are leaders of the PWDs, but these 20 are already selected, if these are the municipal organizations of PWDs then they come from different barrios. The most capable participant from each barrio will be selected to be trained and later on, will take charge in organizing in barangay level so that the organizing will be realistic.

What will they do after they graduate? After they graduate, firstly, they will be the one to assure that the first thing they will do is to go around thoroughly to their barangay so they can see all

the PWDs in their barangay. They will identify the PWDs. Secondly, they will thoroughly distinguished the PWDs; what kind of disabilities they have such type. After that, aside from doing what are their disabilities, where is their status to the point that do they already accepted their disabilities or still at the point of denial stage such type. They must identify those who already accepted their abilities and have the feeling that they must not be constraint by these disabilities. Because in the first place, they have other talents and capacities to use and show that even though they have disabilities, they can still do something. We want them to see those. If they are able to identify those, they must regular talk to them until to the point that they can identify leaders among the range of PWDs. These leaders of the PWDS form the core group. So the system will be they will be the one to organize their groups in the community. In the long run the PWD organizations are established and these are their own because they experienced the process. This is the perceived work to do.

But, who will assure that this will take place. Of course, those who will assure this is at the level of barangay are the municipal organizations of PWDs, the workers of LGUs, and the workers of local NGOs who are helping PWDs, but they are also participants of the training. They are part of the training for them to see that their role is facilitative.

In fact, these focal persons as how they are called, will be able to see that whatever training is conducted but they will not supervise those who are trained, then, nothing will happen. The monitoring-cum-follow-up, it is they. If you are one of focal persons from LGUs is that your role is to pay regular visit in the barrio and greet the PWDs, how are they, so in the process, you can observe and supervise, they are able to see all the PWDs such type. So, it is progressing. Now in the process, the organization is formed. If the organizations are already strong enough then we will provide participatory project development and management and strengthening of POs. The system now is that if they have organizations, they can work together to discuss their concerns.