



Grassroots Participatory Budgeting Process in Negros Province

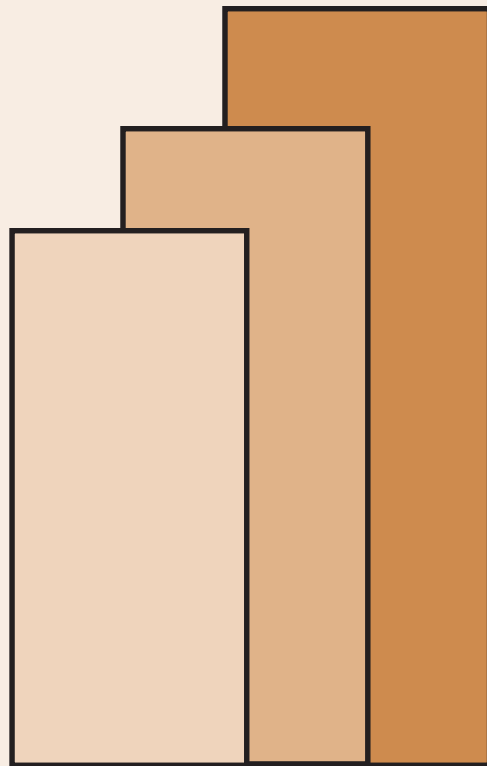
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Fatima Lourdes Del Prado, Gabriel Antonio Florendo and Maureen Ane Rosellon

Abstract

This paper is a narrative account and assessment of the Grassroots Participatory Budgeting (GPB) process in three municipalities of the Negros Province, namely, Sagay City, Hinigaran and Cauayan. The GPB process was implemented with the objective of empowering civil society organizations to engage with local government and national government agencies in local development planning. This study is a rapid assessment of the GPB process and involved interviews and focus group discussions with key stakeholders from the local government and civil society and collection of relevant documents to examine how the GPB FY2015 planning process and prioritization of projects were implemented on the ground on the aspects of CSOs' participation, LGU-CSO engagement, and integration of GPB process in the local planning process; and to identify bottlenecks in the implementation of sub-projects identified in FY2013 and FY2014 GPB process. The paper also provided some insights on areas for further improvement in the subsequent rounds.

Keywords: participatory planning, bottom-up budgeting, Negros Occidental, poverty alleviation, civil society organizations, local governance, grassroots, budget reform

1. Introduction

In an effort to attain the manifold goals of inclusive growth, poverty reduction, and good governance at the local level, the Aquino administration implemented the Grassroots Participatory Budgeting Process (formerly called Bottom-Up Budgeting) in 2012. The strategy hopes to empower civil society organizations and citizens' groups to engage local government and national government agencies and make them more responsive to the people's needs.

Under this set up, local communities and civil society groups are encouraged to take on a more active role in local governance by articulating their needs and identifying development projects to be integrated in local development plans. The initiative, which is expected to strengthen and foster greater LGU-CSO collaboration, is guided by a series of Joint Memorandum Circulars issued by the DBM, DILG, DSWD and NAPC.

Now on its third round of implementation, GPB has expanded its coverage from 609 pilot areas in 2012 (for the FY 2013 budget preparation) to 1,634 cities and municipalities in 2014. The current round which covers budget preparation for FY 2015, enjoins all LGUs to the two modalities of the GPB process, the Regular GPB for the non-KALAHYON-CIDSS areas and the Enhanced GPB for those LGUs that have graduated from or are having ongoing KALAHYON-CIDSS.

With an end towards gaining an in-depth analysis of the GPB process, this report is prepared as part of the current proposal to undertake another process evaluation for FY 2015, to see if the quality and efficiency of the GPB process has improved and given available data, assess the FY 2013 sub-project implementation in selected pilot areas. Specifically, the study aims to: a) to examine how the GPB/BUB FY 2015 planning process and prioritization of projects are being implemented on the ground on the aspects of CSOs' participation, LGU-CSO engagement, and integration of GPB process in the local planning process; b) to

identify bottlenecks in the implementation of sub-projects identified in FY 2013 and 2014 GPB/BUB process; and c) to provide some insights on areas for further improvement in the subsequent rounds. Included in this rapid appraisal for the FY 2015 GPB round are three (3) municipalities from the Negros province, namely: Cauayan, Hinigaran and Sagay. The last 2 municipalities of Sagay and Hinigaran are the case study areas under the regular GPB, while Cauayan will be our sample area for Enhanced GPB process. These municipalities have participated in the GPB process since 2012.

The paper is organized as follows: part 2 presents the socio-economic profile of the Province and the 3 case study areas; part 3 is a narration of the GPB process in each of the municipalities; part 4 describes the status of the implementation of the GPB proposed projects while part 5 illustrates the usefulness of GPB and part 6 gives the summary and concluding remarks.

2. Negros Occidental: Socio-economic Profile

Negros Occidental is one of the 6 provinces that comprise the Western Visayas Region (Region VI). It is located on the northwestern portion of Negros Island, and it is geographically separated by the southeastern part of Panay Island and Guimaras Island through the Guimaras Strait. It is surrounded by several bodies of water: the Visayan Sea in the north, Guimaras Strait and Panay Gulf in the west, the Tañon Strait in the east, and the Sulu Sea in the south.

Figure 1.1 and 1.2: Map of Negros Occidental within the Philippines and within W. Visayas



The central portion of the province has rugged terrain, with Mount Kanlaon on the center of Negros Island. Mount Kanlaon is the highest peak in Negros Island and in the whole region. Most of the province's flat lands are located in the North and in the coastal areas along the southwestern portion of the Island. The northernmost tip of the province is located 372 km from San Carlos City, while the southernmost tip is located in the municipality of Hinoba-an.

Geography, Population, and Land Area

The total land area of the province is 792,607 hectares. It is the largest province in the whole region. 68.2% of its total land area comprises alienable lands, while 31.8% of the remaining land area covers forest lands. It has 19 municipalities and 13 cities, including Bacolod City.¹

The capital of the Negros Occidental is Bacolod City. It is a highly urbanized city with a population of 511,820. The total population of the province is 2,396,039, including Bacolod City. It is the seventh most populous province in the Philippines. Growth rates in the province is pegged at 1.19% from 1990-2010. Poverty incidence in the province had slightly decreased, from 36.3% (annual per capita poverty threshold at P 6,296.00) in 2006 to 34.2% (annual per capita poverty threshold at P 8,538.00) in 2011.²

Figure 1.3: Population figures for Negros Occidental

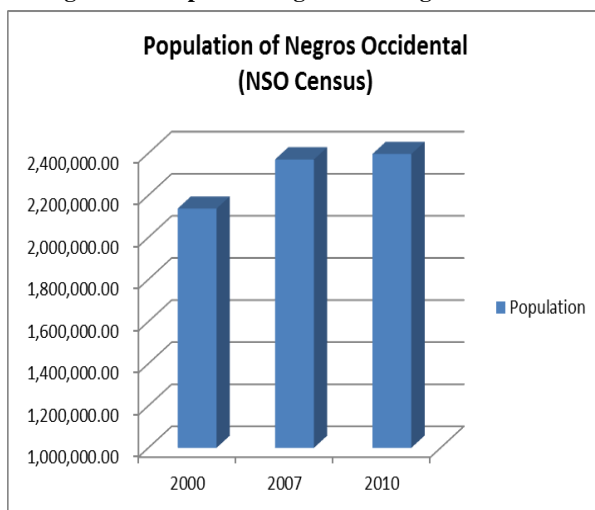
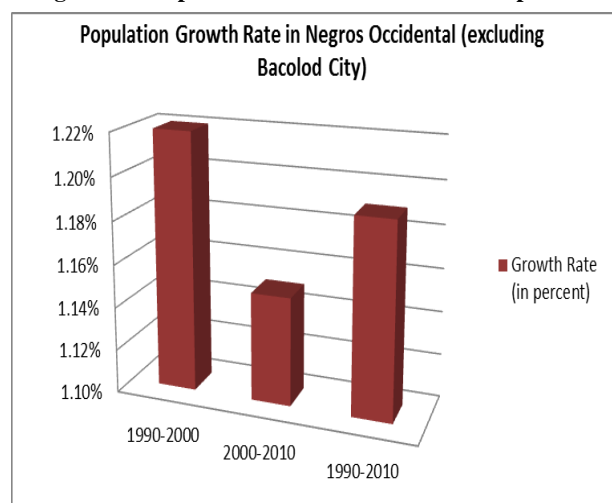


Figure 1.4: Population Growth Rate in various periods



Source: 2013 Philippine Statistical Yearbook, NSCB

The population density of Negros Occidental is rated at 362 persons per square kilometer as of 2007. Bacolod City is the most densely populated area, with 3,199 persons per square kilometer. The municipality of Candoni lists as the least populated area in the whole province, with 1,177 persons per square kilometer. There are 12 component cities, 1 highly urbanized city, and 18 municipalities within the province.³

A. Sagay City

Sagay City is located in the northernmost tip of Negros Occidental. It is approximately 84 km from Bacolod City, the provincial capital. It is composed of 25 barangays covering a total land area of 33,034 hectares. The city has a total population of 140,740 (Table 1.1). Three barangays have more than ten thousand population, with Brgy Paraiso topping the list. Except for Brgy Old Sagay, all of the three urban barangays (Brgys Paraiso, Poblacion I & II)⁴ have the highest population.

¹ Data obtained from Municipal Project Development Office, Municipality of Hinigaran, Negros Occidental, and Provincial Project Development Office, Negros Occidental

² 2013 Philippine Statistical Yearbook, NSCB

³ 2010 NSO data; 2013 Philippine Statistical Yearbook, NSCB; Negros Occidental Government Website – [http://www. http://www.negros-occ.gov.ph/about-negros-occidental/geography-of-negros-occidental.html#](http://www.negros-occ.gov.ph/about-negros-occidental/geography-of-negros-occidental.html#)

⁴ NSCB data, classification based on 2000 CPH, Report No. 4 Urban Population, NSO, June 2006.

Figure 1.5: Sagay in Map of Negros Occidental



Table 1.1: Population by Barangay

Barangay	Population	%
Andres Bonifacio	3,915	2.8
Bato	6,124	4.4
Baviera	2,564	1.8
Bulanon	7,362	5.2
Campo Himoga-an	2,089	1.5
Campo Santiago	2,789	2.0
Colonia Divina	3,007	2.1
Fabrica	4,962	3.5
General Luna	3,743	2.7
Himoga-an Baybay	7,301	5.2
Lopez Jaena	5,428	3.9
Malubon	4,216	3.0
Makiling	4,516	3.2
Molocaboc	4,241	3.0
Old Sagay	12,521	8.9
Paraiso	16,190	11.5
Plaridel	2,624	1.9
Poblacion I (Barangay 1)	10,425	7.4
Poblacion II (Barangay 2)	9,813	7.0
Puey	3,284	2.3
Rizal	4,935	3.5
Taba-ao	5,138	3.7
Tadlong	3,302	2.3
Vito	6,373	4.5
Rafaela Barrera	3,878	2.8
Total (Sagay City)	140,740	100.0

Source: Figure-Wikipedia; Table- NSO Census of Population and Housing, as of May 2010.

B. Cauayan

The municipality of Cauayan is one of the 31 political units of Negros Occidental province. It is bounded on the north by Ilog, northeast by Candoni, east by Sipalay, south by Sulu sea and west by Panay Gulf. The town, which is 113 kilometers from the provincial capital of Bacolod City, has a total land area of 51,994 hectares with close to half (about 25, 886.5 hectares) being classified as disposable land, while the rest is devoted to forest area. It has 25 barangays and of which, 17 are rural and 13 are categorized as coastal barangays. Cauayan, which can be reached in 3.5 hours by bus from Bacolod City South Terminal, is home to Punta Bulata beach resort, a known AA resort accredited by the Department of Tourism that also serves as a jump off point to Danjagan Island Marine Reserve and Wildlife Sanctuary.

Dominated primarily of rugged mountainous terrain with some lowland and coastal areas, Cauayan's major economic resource is agriculture, particularly farming and fishing. Food and cash crops like rice, corn, coconut, vegetables, some rootcrops and bananas are the town's major agricultural produce and fishing is the dominant economic activity for most people living in the coastal areas. These farmers and fishermen are mostly marginal agricultural producers, engaged in traditional agricultural production with high degree of landlessness. Massive logging, large-scale charcoal production and rampant slash-and-burn farming in the past had decimated much of the municipality's land and forest resources. And despite the development of secondary growth forests, erosions occur and siltation has spilled to municipal rivers and coastlands (Lopez-Gonzaga, 1994) further marginalizing traditional farmers, forcing them to take on odd jobs especially during lean months.

Figure 1.6: Cauayan in Map of Negros Occidental



Table 1.2: Population by Barangay

Name	Location	Classification	Population (as of May 1, 2010)
Cauayan			96,921
Abaca	upland	Rural	1,419
Baclao	upland	Rural	888
Poblacion	upland	Urban	9,418
Basak	coastal	Rural	3,355
Bulata	coastal	Rural	4,753
Caliling	upland	Rural	5,410
Camalanda-an	upland	Rural	4,703
Camindangan	coastal	Rural	2,262
Elihan	coastal	Rural	1,535
Guijungan	coastal	Rural	9,822
Inayawan	coastal	Rural	10,224
Isio	coastal	Rural	6,139
Linaon	upland	Rural	3,308
Lumbia	coastal	Rural	1,163
Mambugsay	coastal	Rural	4,997
Man-Uling	coastal	Rural	2,732
Masaling	upland	Rural	3,770
Molobolo	coastal	Rural	1,165
Sura	upland	Rural	522
Talacdan	upland	Rural	4,165
Tambad	upland	Rural	1,002
Tiling	coastal	Rural	4,135
Tomina	upland	Rural	1,317
Tuyom	coastal	Rural	6,144
Yao-yao	upland	Rural	2,573

Source: Figure-Wikipedia; Table-NSCB

Since 2000, some 3,400 hectares of Cauayan’s forestlands were placed under the Community-Based Forest Management (CBFM) Areas of the DENR and DAR. These cover some portions of barangays Talacdan, Molobolo, Sura and Lumbia. Similarly, an accumulated land area of 587 hectares was distributed to 428 farmer-beneficiaries between the period 2007 to 2011. It was estimated that close to 70 percent of households in Cauayan depend and work for the agriculture, forestry and fisheries sector (Peace and Equity Foundation, undated). The total population of Cauayan currently stands at 96, 921 (3.5% of the provincial population for 2010) and of which, almost 30 percent⁵ work for farm-holdings and close to 60 percent are under the age of 25. It is expected that by 2025, Cauayan’s total population will increase to 123,000.

⁵ For Confirmation

C. Hinigaran

Figure 1.7: Hinigaran in Map of Negros Occidental



Table 1.3: Population by Barangay as of 2007

Province, Municipality	Total	Household	Number of
And Barangay	Population	Population	Household
NEGROS OCCIDENTAL	2,565,723	2,561,758	503,663
HINIGARAN	80,528	77,776	16,425
Barangay I (Pob.)	3,419	3,085	619
Barangay II (pob.)	3,408	3,256	701
Barangay III (Pob.)	2,618	2,321	493
Barangay IV (Pob.)	2,328	2,018	404
Anahaw	3,173	3,034	613
Aranda	2,763	2,646	580
Bato	2,661	2,547	528
Calapi	2,997	2,854	621
Camalobalo	2,510	2,386	507
Cambaog	2,898	2,774	623
Cambugsa	1,195	1,152	248
Candumarao	2,241	2,240	495
Gargato	8,361	8,042	1,655
Himaya	3,104	2,985	638
Miranda	4,997	4,247	953
Nanunga	6,797	6,058	1,307
Narauis	2,130	1,920	404
Palayog	1,057	1,013	255
Paticui	2,610	2,335	547
Pilar	4,060	3,966	856
Quiwi	1,315	1,265	294
Tagda	7,149	6,663	1,378
Tuguis	3,091	3,842	806
Baga-as	3,666	4,058	670

Source: Figure-Wikipedia; Table-NSO Census, 2007

Hinigaran is a first class municipality in the province of Negros Occidental. Located 54 kilometers south of Bacolod City, it is comprised of 24 barangays, with 4 urban barangays (located in the Poblacion area) and 20 rural barangays. It is bounded by the municipalities of Pontevedra in the North, Isabela in the East, and Binalbagan in the South. Panay Gulf lies on the Western coastal area of Hinigaran.

Its total land area is 15,492 hectares, making up 1.9% of the total land area of Negros Occidental. As of May 2010, the municipal population of Hinigaran is 81,925 people⁶. There are 17,322 households within the municipal proper area. It also has a total of 4 coastal barangays, with a population of 24,038 people. As of 2007, Brgy. Gargato is the largest barangay in terms of population, at 8,361 people. This is followed by Brgy. Tagda, with a population of 7,149 people. The least populated barangay is Brgy. Palayog, with a population of 1,057 people. Barangay Gargato, Brgy. Tagda, and Brgy. Palayog are classified as rural barangays. Both Gargato and Tagda are located in the coastal areas, while Palayog is located in the mountainous area, east of the town proper or poblacion.

In analyzing the topography of Hinigaran, 34.24% of the total land area comprises of rolling hills, with 9.93% of the area designated as hydrosol, and 55.83% designated as plains. The highest elevation is approximately 174 meters above sea level, whereas the lowest elevation ranges from 2 to 10 meters above sea level. The length of the municipal coastline spans 10.3 kilometers. The total coastal population is 24,038 while the total number of coastal households is 5,106. 2,500 people are directly dependent in fishing, while

⁶ NSO data, 2010

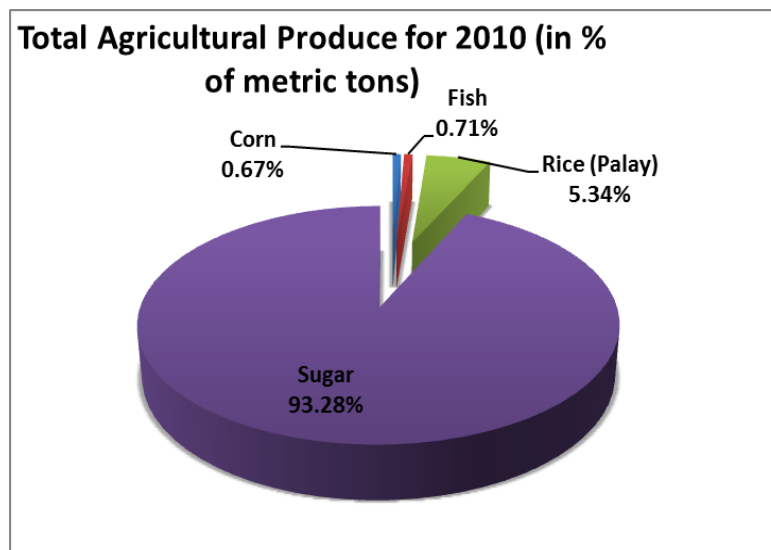
700 people are indirectly dependent in the said industry. Due to the high dependency in fishing, there is an existing Hinigaran Fishery Reserve, which spans 35 hectares in Brgy. Gargato.

Hinigaran has two large rivers which traverses the municipality towards the shore. These are the Hinigaran and Tanulo Rivers. Tanulo River serves as the municipal boundary for the Municipalities of Hinigaran and Binalbagan. The two rivers have several mangrove forest reserves. The two rivers also function as the main source of income to 400 fisher folks, including 64 fish cage operators, 255 Talaba operators and 81 Tangab operators from seven barangays within the municipality.

Economic Profile

Agriculture is one of the main resources of the province. It serves as an essential commodity for whole province. It is a major producer of sugar, contributing to about 49% of the total sugar production of the country in 2011. Rice production had reached up to 710,643.00 metric tons in 2010, with 609.581 metric tons coming from irrigated areas. The average yield has also increased, from 4,17 metric tons per hectare in 2006 to 4.20 metric tons per hectare in 2010.⁷

Figure 1.8: Total Agricultural Produce in Negros Occidental for 2010



Source: Research, Evaluation, and Statistics Division, PPDO, Negros Occidental, 2011

In terms of sugar production, the gross number of milled sugar cane amounted to 12, 418,758 metric tons for the crop year 2010-2011. Raw sugar production was pegged at 1,176,819 metric tons in the same crop year. This comprises 49% of the total production of raw sugar in the country. Meanwhile, refined sugar production amounted to 7,778,219 hectares for crop year 2010-2011, comprising 51% of the country's total production of refined sugar.

Other agricultural crops, such corn, coconut, mango, and banana, are essential produce in boosting the agricultural industry of the province. In 2011, the province has produced a total of 89,712 metric tons for corn, while a total of 110.46 metric tons were earned in the production of coconuts.

In terms of fish production, a total of 94,197 metric tons were collected for the year 2011, with most of the fish produce coming from commercial fishing, municipal fishing, and aquaculture. 37,339 metric tons

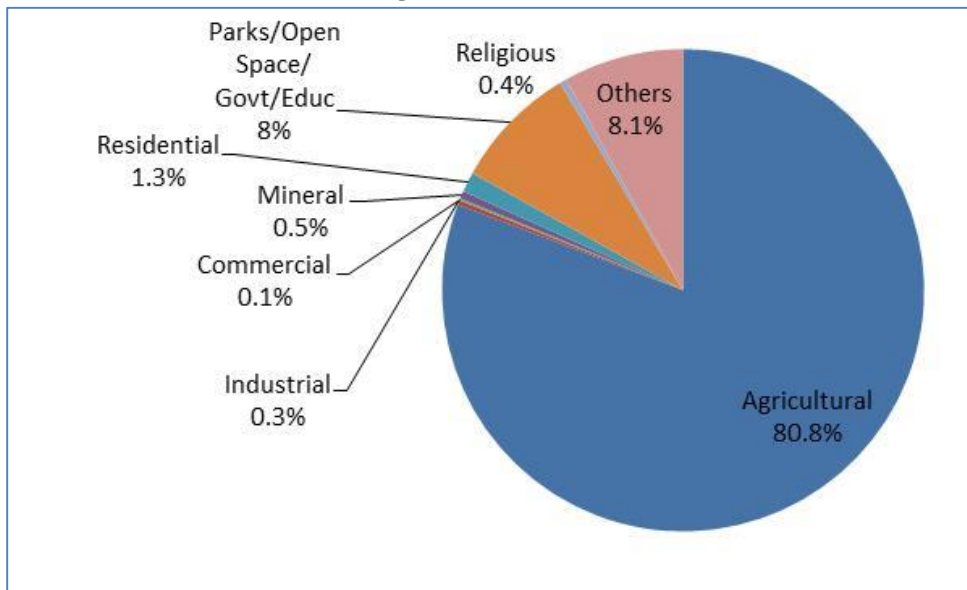
⁷ Office of Provincial Agriculturist, Negros Occidental, 2010

of fishes, or 39.34% of the total produce, were collected through municipal fishing, while 31,116 metric tons or 33.03% of the total produce, were collected through commercial fishing. 25,742 metric tons, or 27.33% of the total fish produce, came from aquaculture. Majority of the fishes caught in municipal water were collected from marine sources, amounting to 96.95% or 36,301 metric tons of fish. 3.05% or 1,138 metric tons came from inland sources.

A. Sagay City

The primary economic activities in Sagay are rooted in agriculture and fisheries/aquamarine. The city’s land use indicates that 80 percent of the land is agricultural (Figure 2). Sugar is the major crop, with more than 70 percent of agricultural land devoted to its production (Figure 3). From 2007-2011, with a 15,190-ha harvest area, Sagay ranked 5th out of the 11 milling districts in Negros Occidental in terms of cane production (gross cane milled). In the same period, the city contributed, on average, 6 percent of the sugar production in the province.⁸

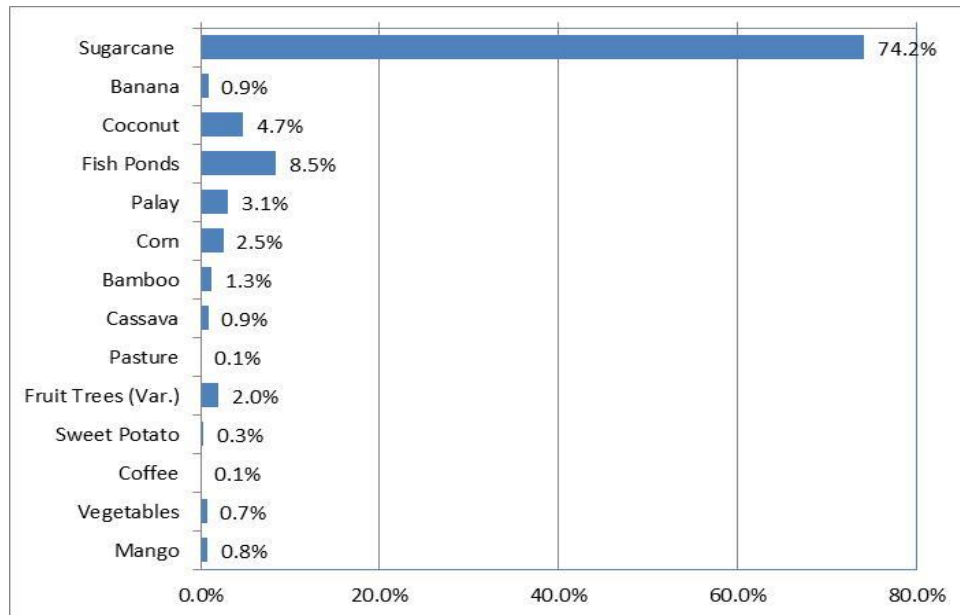
Figure 1.9: Land Use



Source: Sagay City Government website

⁸ Based on data from Sugar Regulatory Administration (SRA), Bacolod City. Victorias was the top cane miller during that period.

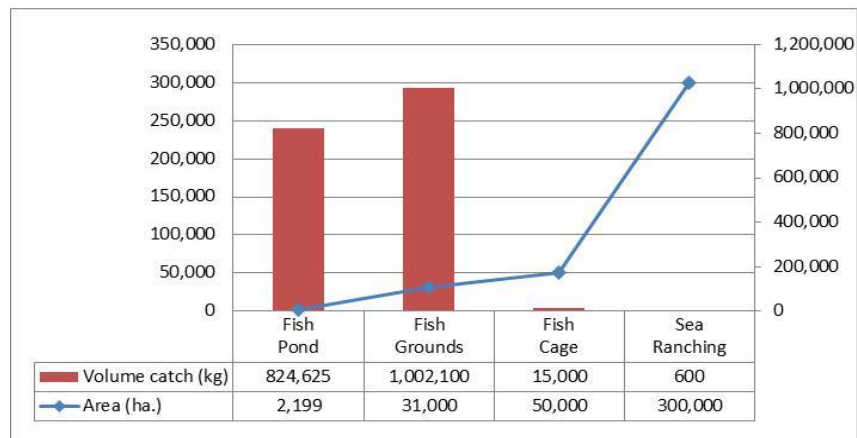
Figure 1.10: Percentage of total agricultural land devoted to crop production, 2006



Source: CLUP 2006-2015

There are six coastal barangays offering a rich fishing industry (Vito, Old Sagay, Himoga-an Baybay, Tabao, Bulanon and the island barangay, Molocaboc). The city also has five principal rivers – Himoga-an (largest and longest), Bulanon, Pacul, Hamticon and Tan-ao. Sagay is considered as one of the major fishing coastal communities in Negros Occidental. The fishing grounds and fish ponds produce most of the volume catch (Figure 4). Sagay has a marine reserve (Sagay Marine Reserve⁹) which is a protected area of about 32,000 hectares covering mangroves, marine species and reefs that are found in the city’s coastal and island barangays.

Figure 1.11: Production of fishing grounds, 2006



Source: CLUP 2006-2015

There are two ports in Sagay – one feeder port servicing the movement of goods (located in Brgy Old Sagay), and one fishing port (in Brgy Vito). Commercial activities are located in the poblacion. There are

⁹ Protected area under Republic Act 9106, 1 June 1995

two sugar mills – the Lopez Sugar Corporation in Brgy Parasio, and Sagay Central Inc in Brgy Bato. Residential land, which composes about 1.3 percent of the city’s total land area, is largely concentrated in Brgy Paraiso. The city is currently undertaking the development of an economic zone – called the Northern Negros Agro-Industrial Economic Processing Zone, which has been registered with PEZA. The ecozone is envisioned to be the city’s catalyst for growth, a source of employment for the locals and revenue for the city.

Sagay City is highly dependent on its IRA – it composes more than 80 percent of its income, the rest are locally-sourced revenues. Data from 2010 to 2012 indicate that while the city’s IRA has somehow decreased, locally-sourced revenue has increased since 2010.

Figure 1.12: Financial Profile (in million pesos)



Source: Local Governance Performance Management System (LGPMs), DILG

B. Cauayan

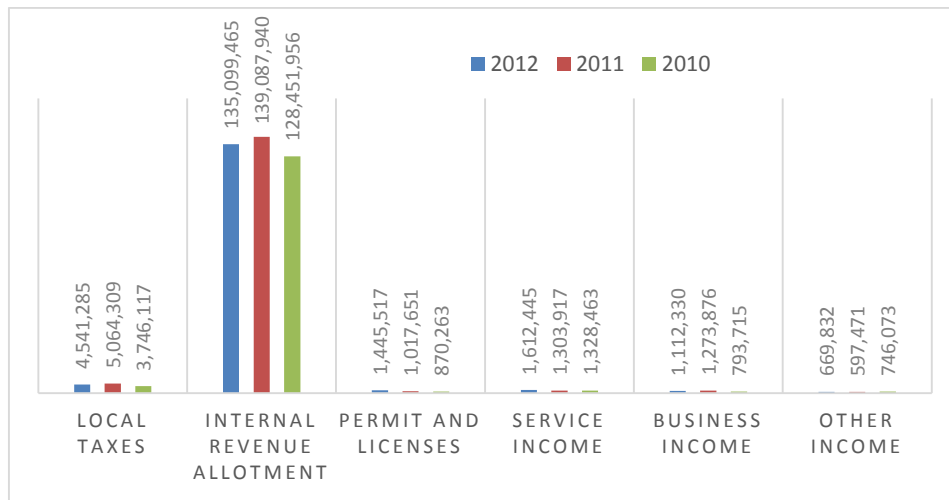
The municipality of Cauayan is classified as a first-class municipality. In 2012, it was awarded the Seal of Good Housekeeping, for its full disclosure policy and exemplary performance in the procurement and delivery of frontline services as certified by the Commission on Audit. Also in 2012, the municipality realized an operating income of PhP 145 million, which is approximately 3 million or 2.6 percent lower than the preceding year (Figure 1.13a). The decrease was attributed to the reduction in Internal Revenue Allotment (IRA) and collection of local taxes. IRA is consistently Cauayan’s biggest source of income, accounting for over 90 percent of the municipality’s total revenues (Figure 1.13b).

From 2010-2012, there had been significant increases in internally generated revenues as income from services and business enterprises as well as earnings from permits and licenses picked up by 16 to 40 percent between said periods.

For 2012, the municipality of Cauayan appropriated a total of PhP 201.7 million, covering both current and continuing appropriations amounting to PhP 169 million and PhP 32.5 million respectively. The aggregate amount is 7.8 million or 3.73% lower than the previous year's appropriations of PhP 209.5 million. Of the total amount appropriated for 2012, 40% are allotted to fund general public services, 42% for economic services, and only 14% and 4% for health and social services respectively. The municipality of Cauayan operates two economic enterprises, a public market and a level-1 district hospital, which is being managed by 1 medical doctor, 2 dentists, 1 nurse, 43 RHMs and 128 BHWs.

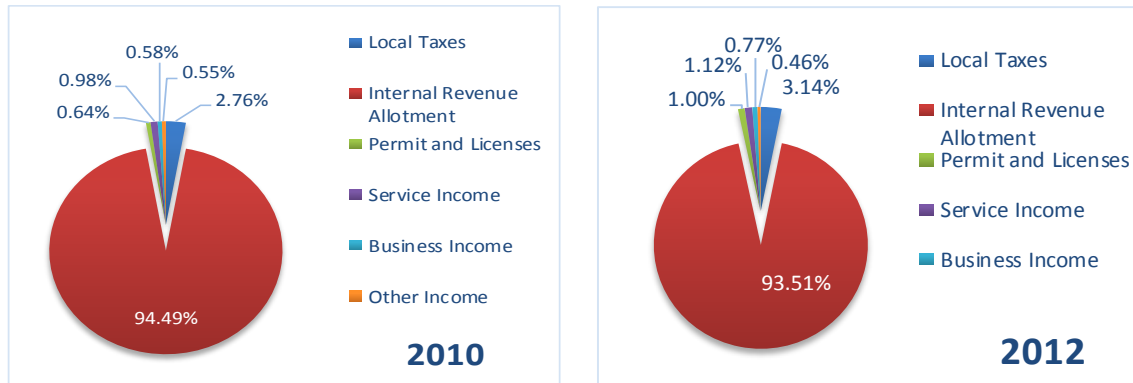
Meanwhile, in terms of expenditure classification, over 60% of the appropriated amount went to MOOE, 30% were used to pay personnel wages and benefits, while the remaining 10% were divided equally between financial expenses and capital outlay.

Figure 1.13a: Breakdown of Income and Expenditures for Cauayan, 2010 - 2012



Source: Statement of Income and Expenditure 2012 & 2011, COA

Figure 1.13b

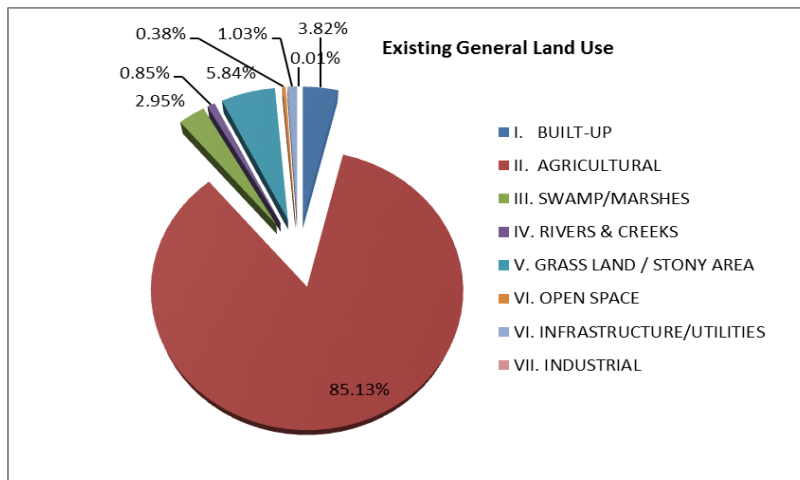


Source: Statement of Income and Expenditure 2012 & 2011, COA

C. Hinigaran

Based on the 2000-2007 data provided in the municipality’s Comprehensive Land Use Plan (CLUP), the major industries in Hinigaran are Agriculture and Fishing. Its primary agricultural products are sugar, rice, and corn. It is also rich in aquatic resources. The municipality’s fishing industry can be found in three sources: inland fishing, coastal fishing, and fish cage sustenance. There are two marine fishing grounds located near the town’s municipal waters. These are located near the Guimaras Strait, at the mouth of the Hinigaran River. Hinigaran also has its own firecracker industry, although the production of firecrackers is limited, since the municipality takes up most of its economic activity through agriculture, fisheries, and tourism.

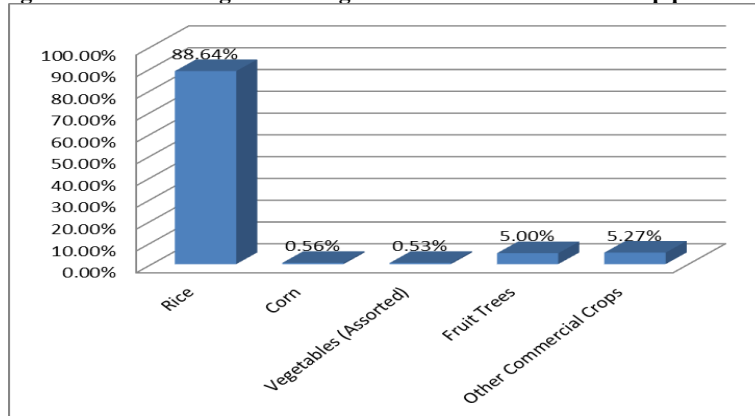
Figure 1.14: Existing General Land Use Plan



Source: CLUP for Hinigaran, 2000-2007

85.13% of the total land area or 13,188.98 hectares is used for agricultural purposes, according to the municipal general land use plan.¹⁰ 9,752.45 hectares is devoted to sugar cane plantation, while rice lands cover an area of 1,683 hectares. Corn fields occupy 10.70 hectares, while vegetable crops cover an area of 10.00 hectares. Mango trees cover at least 95 hectares of land, while other commercial crops cover 100.00 hectares. 1.03% of the total land area or 159.15 hectares is allotted to infrastructure and utilities, while 0.01% or 0.98 hectares is allotted for industrial purposes.

Figure 1.15: Percentage of total agricultural land devoted to crop production, 2000



Source: CLUP for Hinigaran, 2000-2007

¹⁰ 2000-2007 CLUP, data provided by Municipal Local Government Operations Office (MLGOO)

88.64% or 1,683.60 hectares of agricultural land is devoted to the crop production of rice, while 5.27% or 100.00 hectares is used for other commercial crops, such as sugar and coconut. 5.00% or 95.00 hectares is devoted to the plantation of fruit trees. Sugar cane plantations cover 9,752.45 hectares, while corn fields cover 10.70 hectares, Rice fields cover 10.00 hectares, while 95.00 hectares cover fruit trees and 100.00 hectares cover other commercial crops, respectively.¹¹

Rice production in 2000 amounted to 7,686.24 metric tons with a total monetary value of P57,648,800.00, roughly equivalent to P7,500.00 per metric ton. Corn production remained low, with a total of 6 metric tons valued at P42,000.00 only. Vegetable and industrial crops yielded a production of 33.6 and 91.6 metric tons with a total value of P336,000.00 and P1,832,000.00 respectively. Sugar production amounted to a total of 682,671.500 metric tons, with a total value of P 819,205.800.00.¹²

In terms of fishing, inland fisheries can be found in 8 barangays, including 1 barangay within the Poblacion. Coastal fishing can be found in several coastal barangays, namely: Gargato, Miranda, Tagad and Brgy. II. These fisheries can sustain a total yield of around 1,372.50 metric tons.

Table 1.4: Area, Location and Production of Fishing Grounds, 2000

Fishponds/Fishing Grounds Fishcages/Fishponds	Location	Area Has.	Volume of Catch	
			Total	Value (P)
1. Fishponds	Nanunga, Tuguis, Himaya, Anahaw, Camba-og & Gargato	549	1,098 M.T.	65,880,000.00
2. Sustenance Fishing	Coastal Brgys., Miranda, Gargato, Tagda, Brgy. II		1,372.5 M. T.	79,650,000.00
3. Fishcages	Hinigaran River	0.235075	3,526.13	1,410,450.00

Source: CLUP for Hinigaran, 2000-2007/ Municipal Agriculture Office - Hinigaran

The coastal area of the municipality spans 49 square kilometers. As of 2007, the municipality has 35 commercial fishing boats, 402 motorized boats (less than 3 tons) and 140 sailboats for various kinds of fishing activities. The estimated annual fish catch is 2,229.60 metric tons.

There are two marine fishing grounds which are the Guimaras strait and the Hinigaran –Tanulo River System. The major species of fish caught in the municipal waters are mackerel, plain croacker, indian sardine, Spanish mackerel and conver-lined theraponid. Minor sea products include nylon shells, capiz shells (seasonal), crabs, shrimps, and mussels. There are 1,490 fishermen in Hinigaran, while there are 310 motorized and 125 non-motorized sea crafts. The average catch of motorized sea crafts is 10 kg while the non-motorized sea crafts can catch up to 4 kg worth of fishes and other aquatic resources.¹³

¹¹ 2000-2007 CLUP

¹² Ibid.

¹³ Ibid.

3. ASSESSMENT OF THE GRASSROOTS PARTICIPATORY BUDGETING PROCESS (GPB) for FY 2015

3.1 Conduct of the CSO Assembly (FY 2015)

3.1.1 Selection, Invitation and attendance of CSOs

The province of Negros Occidental in general is not a stranger to community organizing and socio-civic movements. Owing perhaps to the social norms of ‘haciendas’ and sugar plantation industry, Negros Occidental has a long history of social activism, labor movements and cooperatives. This is evident in the presence of active CSOs in all three municipalities.

All municipalities covered have CSO mappings that were used as bases for the invitation to the CSO assemblies. They were able to mobilize and group most of the basic sectors, especially women, fisher folks, farmers, religious and cooperatives. Likewise, big non-government organizations (NGOs) like PRRM and Quedan-Kaisahan have base operations in Hinigaran. Table 1.1 presents a summary CSOs present in all three towns.

Table 3.1 CSOs by sector

SAGAY	HINIGARAN	CAUAYAN
·Farmers	·Farmers	·Farmers
·Fisher folk	·Fisher folk	·Fisher folk
·Senior Citizen	·Senior Citizen	·Senior Citizen
·Women	·Women	·Women
·PWDs	·Religious Group	·Cooperatives
·TODA	·Youth	·Religious
·Cooperatives	·Business Cooperatives	
·Religious	·NGOs (PRRM and Quidan-Kaisahan)	
·IP	·PTA	

Interestingly, for an economy that is highly dependent on sugar and where majority of the workforce are bound to the cane fields, groups openly representing sugar farmers and plantation workers are conspicuously absent.

3.1.2 CSO accreditation

All 3 LGUs issue accreditation to CSOs operating in their respective jurisdiction. By convention, the town’s Sanggunian (SB) approves and grants accreditation upon completion of some basic requirements. In the case of Cauayan, interested groups are only required to submit the following: application form, names of officers, organizational plan, and programs and projects for the next 3 years. Essentially the same set of documents are required in Hinigaran, plus copies of financial statement and one year operation in the municipality.

While supposedly easy, not all civic society groups are enthused to get recognized. In the case of Cauayan, some CSOs with accreditations from agencies other than the LGU refuse to be accredited under the current administration because of perceived political harassment. The NAPC-accredited CSOs, vehemently opposed to LGU accreditation, are said to be confederated with 56 unconfirmed base organizations within Cauayan. Other reasons for non-accreditation are: conflict with other obligations, lack of money for transportation, lack of interest or faith in government, while some others cited more personal reasons.

Of the 3 municipalities surveyed, Sagay appears to have the most lenient accreditation process. Perhaps this can explain the proliferation of CSOs in Sagay, which is double than that of Cauayan and Hinigaran (Table 3.2).

Table 3.2

LGU / 1 May 2010 Population	NO. OF BRGYS	TOTAL NUMBER OF CSOs	NUMBER INVITED	ESTIMATED % OF CSOs INVITED	NUMBER ATTENDED	PERCENT ATTENDANCE (AS % OF INVITED)	LGU OFFICIAL THAT SENT OUT INVITATION
Sagay / 140,740	25	44 (LGU-accredited); no est. for NAPC-accredited	44 Invitation was open to LGU-recognized CSOs	100%	19	43%	MLGOO; MPDO
Hinigaran / 81,925	24	28 (LGU-accredited)	28 Invitation was not open	100%	28	90%-100%	MLGOO; MPDO
Cauayan / 96,921	25	12 (LGU-accredited)	12 Invitation was not open	100%	Over 100 (others CSOs who were not formally invited were able to attend)		MLGOO; MPDO

3.1.3 Invitation to the CSO Assembly

CSO involvement in the GPB process begins with the conduct of the CSO Assembly. The general assembly is convened by the Local Chief Executive in order to select CSO representatives to the Local Poverty Reduction Team (LPRAT). In the case of the LGUs under studied, official invitations signed by the municipal mayor were drafted and sent jointly by the MLGOO and the MPDO during the last quarter of 2014.

Among the 3 LGUs, only Sagay issued an open invitation to all active CSOs. The notice of meeting was sent to all LGU- and NAPC-accredited CSOs as well as to those non-accredited but organized interest groups. However, while the coverage of CSOs invited to the assembly seemed to be exhaustive, there was one sector that was not invited to participate in the process—the sugar workers’ group (farm, mill laborers; e.g. National Federation of Sugar Workers [NFSW]-Negros). One reason raised was, this group has a narrow, employer-specific focus. There is also a view that the group is difficult to handle (“magulo”) and the group’s concerns are already taken up by other CSOs invited to the forum.

Both Hinigaran and Cauayan limited the invitations to LGU-accredited CSOs, but in the case of Cauayan, although it has already exited or graduated from the KC program, the invitation to the CSO Assembly was extended to include the 5 BDC Vice-chairs as required by the joint memorandum circular (JMC No. 4) on enhanced GPB process.

Under the JMC guidelines for enhanced GPB process, areas that have graduated from or are currently implementing the KALAHÍ-CIDSS (KC) Program are instructed to expand the composition of the LPRAT to include the following members: 10 representatives from government, 5 Barangay Development Council Vice-Chairpersons, and 5 CSO representatives selected during the CSO Assembly.

Some of the interviewed local officials argue that the decision to prioritize and limit the invitations to LGU-accredited groups has valid and practical basis. For one, accredited organizations have formal and properly identified set of officers hence, it is easy to identify accountable individuals. Presumably, these organizations also have a defined or systematic program of work, which is an indication of their capability to organize and implement projects. The move was also viewed as a way of recognizing and acknowledging the groups' efforts to be accredited.

In contrast, NÁPC-accredited organizations insist that the real intent of the JMC is to promote inclusive, participatory approach to local government planning. The CSO assembly should be opened to all and must not discriminate between accredited and non-accredited CSOs. They also pointed out that the real marginalized and vulnerable groups, are usually un-organized because they lack the capability and resources to mobilize themselves and secure government accreditation.

3.1.4 Quality of CSO Participation

As shown in Table 2, the CSO Assemblies in all 3 municipalities were well-attended. Even in areas where invitations were restricted to accredited CSOs, the number of actual participants exceeded the number of CSOs invited to the forum, especially in the case of Cauayan. Both LGU and CSO officials reckoned that over 100 organizations attended the CSO Assembly in Cauayan last December 2013.

Nonetheless, there were those invited but were not able to attend and the most common reasons for non-attendance are conflict in schedule, lack of money for transportation, lack of interest or faith in government, while some others cited more personal reasons.

In the case of Cauayan, invitations were also extended to 4P Parent leader and the BDC Vice Chairs in compliance with Joint Memorandum Circular Number 4. But because it was a short notice, the BDC Vice Chairs were not able to attend.

Interviewees have observed that the re-orientation on the GPB process in every CSO Assembly has somehow promoted CSO participation and have resulted in increased attendance of CSOs. During the assembly, participants were given a brief overview of the GPB process, the role of CSOs in local planning and some updates about the status of 2013 and 2014 proposed projects. The budget cap and menu of available projects per agency were also introduced.

The expected output of the CSO Assembly is a list of priority projects and election of CSO representatives to the LPRAT and of the LPRAP signatories. Based on the interview with CSO leaders and validated by the minutes of the assembly, CSO participants were able to identify priority projects for their respective sectors. However, it is unclear as to what type of data were presented as part of the poverty situation analysis because most of the CSOs interviewed have no clear recollection of it. There was no mention of any statistical data used as empirical basis for the suggested projects and determination of project beneficiaries. What seems clear is that projects were determined based on the individual understanding of local needs and situation. According to some, CSOs, especially the NÁPC-CSOs in Cauayan proposed mostly livelihood projects including a canning factory and a shoe factory for the municipality.

The CSO Assembly is a one-day gathering and before the day was over, CSO representatives to the LPRAT and signatories to the LPRAP projects were selected. Representatives were selected among the participants

via election. Before the election proper, the group identified who were ineligible to be elected: government employees and immediate relatives of local elected officials.

In the case of Sagay and Hinigaran, each sector elected one representative from among themselves. Sectors with only one representative became automatic members of the LPRAT. Election for the three signatories and the LPRAT co-chair followed, but this time it involved nomination and election from among all participants. With the 4Ps parent leader automatically a signatory, the two other signatories were voted. Table 3.3 presents a summary of the modalities of CSO election in the 3 municipalities.

Table 1.3

	Selection of LPRAT members			Selection of signatories				Remarks
	Clustered per sector	All who attended had voting rights	No election	Votation by LPRAT	Votation by all attendees	Volunteering	Designated by MPDC	
Negros Occidental								
Sagay	*	*		*				Sectors with only one representative became automatic members; although only LPRAT was allowed to vote for signatories, a non-LPRAT member was able to nominate
Hinigaran		*		*				Balloting for selection of LPRAT members; selection fo signatories, votation by raising of hands
Cauayan	*	*		*				NAPC-accredited CSOs had more representatives in the LPRAT

Over-all, the interviewed CSOs who attended the CSO Assembly said that they felt free to speak and listened to; that almost all CSO representatives were participative, without anyone dominating the discussions. As one respondent pointed out, for once CSOs felt they were important and emboldened to the point that they can push and assert their own interpretation of the GPB process.

As mentioned, in the case of Cauayan, the number of actual attendees exceeded the number of those officially invited to the CSO assembly. The NAPC-accredited CSOs outnumbered the LGU-recognized CSOs who were officially invited to the forum. Some representatives of NAPC-accredited CSOs upon learning about the event through informal channels allegedly circulated the news and encouraged the public to attend via a mobile PA system. The NAPC-accredited groups insist the CSO assembly should not be open to all and must not discriminate between accredited and non-accredited groups. This has been the cause of conflict between local government officials and the NAPC-accredited CSOs, who also refuse to seek LGU accreditation because of perceived political disenfranchisement from the incumbent LCE.

And despite calls to set aside partisan interests, the assembly ended with two sets of projects per sector. Respondents attest these were eventually consolidated by local officials and CSO representatives. The selection of LPRAT Co-chair and signatories were postponed to a later date because there was no BDC Vice Chair present during the Assembly. This was held at the MLGOO office, a few days after the CSO Assembly. Table 2 below presents the composition of the expanded LPRAT in Cauayan. Included in the

LPRAT team are two (2) members of the NAPC bloc. Tables 5 and 6 meanwhile show the composition of LPRAT in Sagay and Hinigaran.

Table 3.2. CSO Members in LPRAT, Cauayan

Sector	Number of representatives	Status
4Ps	1	(automatic member); Signatory
BDC-VC	5	(automatic members)
Fisherfolk	1	Elected
Senior Citizen	1	Elected (NAPC-accredited); Signatory
Farmers'	1	Elected
Religious	1	Elected ; Co-chair
Women's	1	Elected (NAPC-accredited); Signatory

Table 3.3. CSO Members in LPRAT, Sagay

Sector	Number of representatives	Status
4Ps	1	Signatory
Women	1	Member
Farmers	1	Member
Fisher folk	1	Member
Senior Citizen	1	Signatory
Business	1	Member
Youth	1	Member
IPs	1	Member
PWD	1	Member
Cooperative	1	Member
Transport	1	Member
Religious	2	Signatory (1)
Professional; Health workers	2	Member

Table 3.4. CSO Members in LPRAT, Hinigaran

Sector	Number of representatives	Status
Fisher folk	4	Co-Chair & Signatory (1)
Farmers	3	Member, Signatory (1)
Women	1	Member
Market vendors	1	Member
Health workers	1	Member
4Ps	1	Signatory

3.2 Conduct of LPRAP Workshop (FY 2015)

Ideally, during the LPRAP Workshop, the LPRAT which is a team consist at the very least of local government officials and CSO representatives elected during the CSO Assembly, is supposed to discuss, prioritize and finalize all the development projects including those forwarded by the CSO leaders. Presumably, by this time, the CSO representatives were already able to finalize the proposed development projects upon due consultation with the concerned CSOs.

Pre-LPRAP Orientations

Before the LPRAP workshop, two pre-LPRAP orientation and workshops for LPRATs in the province of Negros Occidental were held – December 16, 2013 and January 20, 2014 in Talisay City. The first orientation was a refresher on the GPB process and the discussion of salient sections of the new JMC No. 4. The 2nd workshop was again a re-orientation of the GPB Process but this time, there were some officials from concerned national government agencies who presented the project menu for FY 2015 and as provided updates on the 2013 and 2014 GPB Projects under their respective agencies.

In both orientations, 2 representatives from the LPRAT team per municipality/city were invited. Interviewed MPDOs considered the orientation, which has been done every year since inception of the GPB (BUB), useful because not all guidelines and aspects of the process are clear to them as well as the CSOs. It is also needed to update them if there are changes in the guidelines or in the system. The LCE/Mayor from Sagay was very vocal in his support of the annual holding of the orientation as this helps refresh the LPRAT's memory. This type of activity also helps make the process implementation more defined.

LPRAP Workshops

Among the three, Sagay was the earliest to conduct the LPRAP Workshop. The workshop was held on January 21, 2014 at the Balay Kauswagan, Sagay. Shortly thereafter, on January 24, Hinigaran had their LPRAP workshop for FY 2015, and both meetings were attended by the LPRAT members in their respective localities.

The Expanded LPRAT Planning Workshop in Cauayan was held January 28, 2014 and this was attended by LPRAT members and some representatives from the NAPC-accredited organizations. Prior to this, there another CSO Assembly was again conducted due to some confusion on who should be the rightful participants to the LPRAP Workshop.

The planning workshop was originally set in the morning of January 28 but some 30 NAPC-accredited CSOs insisted to participate, which was objected by the MLGOO and MPDO who organized the event. After some heated discussion on the merits of the JMC, the organizers conceded and a separate planning session by the CSOs was held. To ensure an orderly and nonpartisan proceedings, the planning workshop that ensued shortly after the impromptu CSO planning, was facilitated by Mr. Edmund Lutao, the MLGOO from the neighboring town of Hinobaan.

LPRAP Project identification and prioritization process

Prioritization of projects is the major activity in the LPRAP workshop. Several projects are presented during the workshop, and given the limited budget – PHP 39.2M for Sagay, PHP 18M for Hinigaran and PHP 38M for Cauayan – the LPRAT should be able to identify which projects will be prioritized for the year (2015). The research team was able to observe the LPRAP workshops in all three municipalities.

In Sagay, the workshop started with the Mayor declaring his social contract (commitment as LCE), followed by a presentation by the MPDO on the status of the GPB projects and poverty statistics (incidence) per barangay based on the NHTS data. Other than the poverty status of each barangay, no other information or data was presented (during the KII, the MPDO admitted the poverty data was not ‘close to accurate’). What the information was able to show everyone was which barangays are the biggest (in population) and the poorest. The research team reckons this is not all the data and information the LPRAT would need to prioritize projects. The information presented indicates that evidence-based prioritization process still has not been achieved.

The MPDO likewise presented the priorities and vision of the local government/LCE. The research team finds this type of information can be used to identify which projects to prioritize, i.e. in line with the local government’s priorities. But such move gives a message that there is ‘political influence’ on the process – unless there would be validation that the local government’s priorities will address what the data says are the urgent needs and concerns of the city (evidence-based). According to interviews with LGU sectoral heads, there were sectoral information available but they were not given the opportunity to present the data during the forum. These information came from administrative data regularly collected by the different departments and one of which is the Registry of Barangay Inhabitants (RBI). RBI contains a wealth of information on households including basic housing assets, health-related information and others. Sectoral information is crucial and would have been very helpful at this stage since CSOs are primarily sectoral groups.

In Hinigaran, the workshop started with a brief review of the GPB process and its objectives. Participants were also informed about the project menu, some updates on the 2013 and 2014 proposed GPB projects, as well as the allotted budget for the municipality for the fiscal year 2015, which PHP 18 million. The team was then grouped by sector, with each group consisting of representatives from both the CSO and concerned department of the local government.

Problem tree and prioritization techniques

The prioritization process involved ranking of all the projects identified by each sector. While in the GPB orientation the prescribed method to use for prioritization was the problem tree, the LGUs being studied tried a different approach.

In Sagay, each CSO and LGU representative wrote their identified projects on pieces of board paper and then posted them on the wall in front of the room (while the GPB menu of programs are posted at the back of the room). All participants were asked to rank each project. Projects chosen the most by the participants (selected and ranked) were listed as priority projects. The others that did not make it to the list, as agreed on by all, will be included in the list of priority projects the following year. Before ranking, the MLGOO facilitated the discussions such as: on whether each project is consistent with the menu of programs prescribed by the NGAs; on grouping similar-themed projects, especially those that are below the minimum budget allowed per project; on deliberating which projects will bring benefit to more people, or whether the project proposed addresses a need that is urgent.

In the case of Hinigaran and Cauayan, there were no data used during the planning and the identification of projects were based on the participants’ understanding of local needs and situation. In Hinigaran, the groups identified development projects for their respective sectors which were then presented to the plenary. In the determination of priority projects, there was some attempt to do a problem tree but in the absence of statistics, participants relied on their own views and interpretation of the local situation. It was only during the presentation that the participants were able to deliberate on each of the projects presented, forward their comments and suggestions, which ultimately served as validation mechanism for all the items proposed.

The researchers also noted the presence of two dominant NGOs—the Philippine Rural Reconstruction Movement (PRRM) and the Quidan-Kaisahan (Quidan). Both NGOs work on community development and mobilizing peoples' organization. The PRRM's area of concentration is on fisher folks while Quidan-Kaisahan supports sugar farmers and promotes children's welfare especially the children of sugar plantation workers in Negros. PRRM provides technical and capability training to different socio-civic groups. Quidan on the other hand, offers credit and alternative livelihood to farmers, and training and alternative learning education to their children.

According to sources, many of the CSOs present during the LPRAP were organized and supported by either organization. It was also observed that in the planning, particularly during the project identification, some of the CSOs sought the advice of the PRRM head who also took part in the discussion and discussed some of the salient points of the JMC and the GPB Process in the earlier part of the event.

In the case of Cauayan, the workshop proper proceeded with a presentation of the priority project lists under the 2015 BuB. The MPDO presented the projects by the municipality, next presentation was made by the BDC Vice-chair and the last to present was the CSO representative who was from the ranks of the NAPC-accredited group and one of the elected signatories. As disclosed during the interview, BDC Vice-Chair used the results and recommendations of the PSA. The projects they reported to the GPB came from the list of barangay subproject proposals (normally 20 projects per barangay) that were not selected or funded under the KC program. During the presentation, the proposed projects were modified and validated as participants raised their comments and suggestions, and deliberate on each of the identified projects despite the obvious tension between the LGU representatives and the NAPC-bloc.

In all of the workshops attended, the researchers noted that most of the costs of the identified projects exceeded the budget cap for 2015. Workshop facilitators and the participants discuss and deliberate which project budgets should be reduced, replaced or deferred. In the case of Sagay, there were some negotiations between CSOs, with some others agreeing to postpone or reduce some of their proposed budgets and/or activities to give way and accommodate more pressing concerns. The same is true for Hinigaran and Cauayan, in which some of the project costs were trimmed down to fund more important projects as discussed during the planning workshop.

Types of Projects Proposed

Interestingly, as shown in Table 5.1 there is an obvious preference for infrastructure projects among the LGU officials particularly 'farm-to-market' roads (FMRs). The CSOs, on the other hand, are more inclined to suggest livelihood or agricultural projects, or programs that would directly benefit their associations and sectors. But during the workshop presentations, these are deliberated and discussed. Projects are trimmed down by consolidating related activities, like in the case of Sagay wherein CSO identified projects below the budget cap were consolidated and incorporated in the LGU's 20% development fund. Competing CSOs in Hinigaran and Cauayan had to negotiate and reach consensus to balance the allocation for priority projects.

For instance, in the case of Sagay, 45% of the GPB budget for FY 2015 were allocated to livelihood projects. In Hinigaran, the estimated share of livelihood projects is 53% while in Cauayan, 51% of the FY 2015 funds went to CSO-proposed livelihood projects. As will be later shown, most of these projects are 'buy-and-sell' or trading centers, micro-lending or credit facilities and in the case of Cauayan, livelihood projects where the municipality has no access to materials and skills or capability to undertake.

It is interesting to note that the CSOs, at least in the case of Cauayan, tend to have a negative view about infrastructure projects, especially when endorsed by the Local Chief Executive. Presumably, these projects are major source of corruption and kickbacks.

4. Status of Implementation of FY 2013 Subprojects

Tables 4.1 & 4.2 present a summary of the number and cost of approved FY 2013 GPB projects and the status of implementation, respectively in the three municipalities. The data indicate that most of the subprojects planned in for FY 2013 have not been implemented.¹⁴ All three municipalities were awarded the Seal of Good Housekeeping; hence, they may be allowed to implement the GPB subprojects.

Table 4.1: Number and cost of approved FY 2013 GPB subprojects, by NGA and municipality

NGA	<u>SAGAY (urban)</u>		<u>HINIGARAN (rural)</u>		<u>CAUAYAN (KC)</u>	
	No. of proj	Cost req't (PHP)	No. of proj	Cost req't (PHP)	No. of proj	Cost req't (PHP)
DA	9	9,009,000	4	8,350,000	8	15,200,00
DepEd	2	200,000		-	1	6,600,000
DOH		-	1	1,300,000	1	2,900,000
DAR	1	3,920,000		-	1	200,000
DSWD	14	17,590,000	5	4,350,000	-	-
DENR	2	400,000		-	-	-
DILG	2	700,000	1	1,500,000	1	2,100,000
NEA		-		-	1	2,000,000
Philhealth		-		-	1	1,000,000
TOTAL	30	31,900,000	11	15,500,000	14	30,000,000

Source: DILG Region VI.

Table 4.2: Status of implementation of FY 2013 approved subprojects

Status	Sagay	Hinigaran	Cauayan
Being implemented		1 (DA)	1 (Philhealth); 1 (NEA)
Funds downloaded but implementation not yet started	3 (DA); 1 (DSWD)	3 (DA)	
Ready for bidding		1 (DOH)	8 (DA); 1 (DOH) rebidding; 1 (DILG); 1 (DAR)
Bidding done, PR ready	1 (DILG)		
No information/ update	24 (DTI, DAR, DENR)	5 (DSWD); 1 (DILG)	1 (DEPED)
Will not be implemented	1 (DENR)*		

Source: KIIs, BUB report from DBM; *Mangrove reforestation – remark: no area for mangrove establishment

¹⁴ As of the time the research team conducted the fieldwork in March 2014.

In Sagay City, where there are 30 subprojects, none has been implemented. The first tranches of funds have been downloaded to three DA projects and one DILG project. Meanwhile, there is no information or update on 24 of the subprojects (about 80 percent).

In the municipality of Hinigaran, one of the 11 subprojects has started implementation. There are more projects that are moving forward but for the rest of the projects which is around 50 percent, there is no information or update.

As for the municipality of Cauayan, there are two subprojects that have started implementation. A big bulk of the projects are moving closer to being implemented – 11 out of 14. While there has been no movement in one DepEd project.

With the subproject implementation being relatively slow, there were issues and concerns raised by the study respondents and some points that the research team thought should be given attention. One concern common to all three municipalities is the slow implementation of the subprojects. The LGU representatives themselves are pressured because these projects have been penciled in and the CSOs are waiting for their implementation. The LGU and CSO reps are also concerned about the consequences of what is happening now where projects for three years have been planned (with the fourth one forthcoming) but only a few projects on the first year have been implemented or have moved forward. There were several CSO, as well as LGU, respondents in the three municipalities who shared that the slow implementation could be one factor for CSOs to lose interest in the program.

Coordination between the LGU and CSOs is also one issue raised. Based on the interviews, effective communication on the status of projects that include timely update of information is found to important and necessary but lacking. This was a lesson learned from a fisher folk project (involving distribution of fishnets) that has just started implementation in Hinigaran. The interviewed CSOs from the fisher folk sector shared that the beneficiaries of the fishnets would not be able to use them because they are of the wrong size for the fishing boats/vessels. In this case, the research team thinks that there seemed to have been poor coordination between the NGA-LGU implementer and the CSO beneficiary. While the planning for FY 2013, which was the first for GPB, was said to be a bit chaotic, there had been a considerable amount of time to plan before the fishing tools were purchased. This kind of situation provides the basis for some of the CSOs to want to be involved in the actual implementation of the projects. The LGU representatives, however, are mostly not open to this. One said the CSOs do not have a role in project implementation, unless they have the expertise.

One issue though that LGUs and CSOs agreed on is the importance of project monitoring. Both sides likewise agreed on the importance of involving the CSOs in this process. Because of the inefficiencies in the implementation in previous government programs, there were LGU and CSO reps who highlighted the importance of monitoring not only to check on the progress of the implementation itself but to also monitor how the beneficiaries are doing – whether the targeted beneficiaries actually received what has been planned for them and that they are undertaking the project. There are also LGU and CSO reps who shared that the people should be able to see the impact of the projects on the different sectors and on the community especially after project implementation – not only for the community to see the physical accomplishment of the project, but also for the government to be able to assess the impact and determine how to further improve it.

With the concerns mentioned above, one aspect that could be looked into is the level of information sharing and updating between the NGAs and LGUs, which could either promote or hinder the smooth implementation as well as monitoring of projects. The status of project implementation summarized in Table 4.4 indicates the projects under the different NGAs wherein the LGU has no information of update, and therefore should be given attention. Asked to give a rating of the information sharing and coordination

with the NGAs, the MPDC in Sagay City gave an evaluation summarized in Table 4.3. The ratings suggest extreme levels of information sharing and coordination experienced by Sagay City in dealing with the different NGAs – either they have a good facilitative coordination or no/minimum information sharing or updating. The DILG, DSWD and DA have the highest rating, while DOH, DAR and DEPED had the lowest.

Table 4.3: Assessment of information sharing/coordination with NGAs, Sagay City

NGA	Remark	Rating*
DSWD		7
DOH	No information/update	1
DTI		3
DAR	No information/update	1
DepEd	No information/update	1
DILG		9
DA		7
DENR		6

*Scale 1 to 10-highest

Source: Interview with Sagay City MPDC

The LGU officers and sectoral heads interviewed suggested that the NGAs should create a better system of communication with the LGU in terms of updates on the progress of priority projects under the GPB process. They felt that a more effective coordination and communication of information is necessary for them as LGU representative to impart important information to the CSOs/community and to be able to implement the projects well.

Table 4.4 presents the total project amounts by NGA in Region VI for FY 2013 and 2014. This gives an indication of how much GPB budget there is for the past two fiscal years, which the NGAs should dispose and the LGUs utilize for the implementation of GPB subprojects (not to mention the auditing later on). It also indicates which NGAs have the biggest projects to implement and/or pass on to the LGUs to implement under GPB. Work that has accumulated in two fiscal years puts pressure to the NGAs and LGUs, but they should cooperate and come up with measures to address the slow progress of project implementation.

Table 4.4: Share of Priority Poverty Reduction Projects by NGA, Region VI, FY 2013 and 2014

NGA	FY 2013	(%)	FY 2014	(%)
DA	353,857,058	56	982,889,753	52
DAR	10,545,000	2	14,244,475	1
DENR	24,796,000	4	31,008,020	2
DEPED	47,509,480	7	117,728,571	6
DILG	39,425,000	6	143,657,393	8
DOE	3,950,000	1	14,069,635	1
DOH	54,276,000	9	129,562,280	7
DOLE	7,235,942	1	12,095,500	1
DOT	-	-	29,395,455	2
DSWD	81,305,520	13	303,866,595	16
DTI	-	-	47,148,841	2
NEA	9,000,000	1	12,881,500	1
PhilHealth	2,200,000	0.3	-	-
TESDA	-	-	51,527,634	3
Total	634,100,000	100	1,890,075,650	100

Source: DILG Region VI.

5. Usefulness of GPB Process

The GPB has been conducted in the 3 municipalities for 3 consecutive years – planning for FYs 2013, 2014 and 2015. The structure of the program promotes the participation of basic sectors and people’s organizations, and interaction with the local government in planning for poverty reduction projects. Interviewees were asked about the usefulness of the GPB, drawing from their experience in the GPB process. The discussion below summarizes the findings gathered by the research team.

On responsiveness to the urgent needs of the LGU

The process allowed the local government to get information directly from the sectors whose urgent needs and concerns the LGU should be aware of and should be able to address. One of the Local Chief Executives (LCE) interviewed finds this as a more efficient use of resources. Moreover, the participatory approach, where the grassroots’ concerns and issues are tackled, is helpful in local government development planning. This is in view of the observation that some concerns are not seen by officials at the city or barangay level.

A review of the projects proposed and prioritized by the 3 municipalities indicated that they are responsive to the urgent needs of the LGU/community, which were mentioned by the key informants/respondents during the interviews (Table 5.1). As mentioned in the earlier discussions, the identification of projects in the 3 municipalities was based on the CSO participants’ understanding of the needs of the LGU and community. Except that for Cauayan, as a KALAHI-CIDSS municipality, there were some projects proposed (by the BDC-Vice Chairs) that were part of the outcomes of a Poverty Situation Analysis (PSA). The harmonization of the KALAHI-CIDSS planning in the GPB process (enhanced GPB) in a way infused an evidence-based approach as it involved a Poverty Situation Analysis. What should perhaps be done in the next GPB planning is to seriously implement the evidence-based approach to the identification and prioritization of poverty reduction projects (which is also one of the objectives of the current JMC) so that the process is backed up by relevant data.

On GPB adding value to the LGU’s selection of projects and existing service delivery mechanism

GPB allows LGUs to expand their priority projects, in collaboration with the CSOs, and gain further funding from national government agencies. The program also gives LGUs the advantage for delivering the needs of their constituents. Moreover, the program makes the LGU, along with the CSOs and the NGAs, accountable in the budgeting process.

With GPB, there are more available funds for poverty reduction, social services and priority development projects that can be devoted to the CSOs/sectoral groups. Table 5.1 indicates that a relatively large number of the GPB projects are CSO-identified. Some local government officials – city/municipality or barangay – may not be development-oriented, and may even be threatened by the CSOs’ participation; hence there is a possibility that CSOs’ concerns may not be picked up in local planning. The GPB process allows implementation of projects that local or barangay officials may not be able to identify on their own as there are some concerns that do not reach them or they are not able to observe, especially when limited time and resources only allow them to do rapid appraisals.

On participation of CSOs in local government development planning

The GPB process promotes a wider, more active and participatory involvement of CSOs in local government development planning. CSOs are part of the LDC and local special bodies (e.g. local health board) but only a selected few are invited to become members. Meanwhile, the GPB process provides the chance for all organized CSOs to participate in the planning process. There is also a larger CSO membership in GPB (LPRAT), which is 50 percent, compared to around 25 percent in LDC/Local special bodies (the

rest are from the local government). As for the planning process, there is some similarity between GPB and LDC in terms of the discussion of problems/concerns and programs/projects to address them. The difference is that the identification of needs/projects is more specific in the GPB; and projects and their beneficiaries are identified on a sectoral level. Projects that are presented in the LDC, for instance, are more focused on the barangays and the city as a whole. Moreover, while the LDC is open to comments or project suggestions from the member CSOs, the GPB allows for a more active participation from CSOs because the identification of projects by the CSOs themselves is a major part of the process. In the barangays' general assembly, though all are invited – individuals, households, associations, etc – and a public forum is conducted, it is still not certain whether the needs and concerns that are forwarded to the barangay officials can be addressed given their budget; in GPB, funds coming from the NGAs are available to implement priority projects that include those of the CSOs.

Impact on LGU-CSO relations

In principle, the GPB fosters greater participation between the LGU and CSOs, since both are accountable in the planning and implementation of the projects. The LGU and CSOs are provided with a venue to engage in open discussions and good decision-making, diminishing the aspects of political interference and vested economic interests. In the 3 municipalities, the impact of the GPB process on LGU-CSO relations is mixed.

In Sagay City, the GPB process has helped create better connection as CSOs are becoming more confident in approaching the local government for their concerns. The strengthened relationship has also resulted in more active participation of CSOs and invitation by the LGU in the activities of the city, including non-GPB activities. In Hinigaran, the relationship between the LGU and CSOs is likewise harmonious, except for some apprehension on the capability of CSOs to participate in development planning. In Cauayan, the GPB process did not seem to stimulate closer LGU-CSO relations. There appears to be a trust issue between the LGU and some CSO sectors, which could have emanated from the disagreement as to the type of projects that should be prioritized in the GPB (the CSO group said livelihood and not the LGU's infrastructure projects should be prioritized).

Impact on inter-CSO relations

Of the 3 municipalities, the GPB process has somehow helped CSOs develop a sense of camaraderie in Sagay City and Hinigaran. The CSOs were said to be primarily concerned with the interest of their sector, but this has slowly been changing as more CSOs are becoming open and supportive, pushing for the interest of other sectors. One CSO leader mentioned that through the GPB process, the CSOs are gradually learning the holistic approach to identifying and prioritizing development projects. On the other hand, in Cauayan, the researchers find that there seem to be mistrust among the CSOs, which could have stemmed from the tension between the LGU and certain CSO groups. Unless this concern will be addressed, the GPB process may go on, but building harmony and cooperation among the key players (that could have been one of the benefits of the process) may not be realized.

Table 5.1 List of 2015 LPRAP Projects: Sagay, Hinigaran and Cauayan

LGU/Type of projects	Project cost / Concerned NGA / LGU counterpart	Responsiveness to LGU needs	Identified by: (CSO, LGU)
SAGAY:			
-Livelihood assistance for small livestock farmers	-P5M/DA/LGU counterpart(P2M)	-Need for additional livelihood (crop off-season)	-identified by CSO
-Floating cage and groper culture for marine fisherfolks	-P2.6M/DA/ LGU counterpart-P1.6M	-Need for sustainable livelihood	-identified by CSO
-Gravid crab culture	-P2M/DA/LGU counterpart-P1M	-Need for sustainable livelihood	-identified by CSO
-Estab of watch tower/lighthouse at Matunong, Vito	-P1.3M/DA/LGU counterpart-P700th	-Problem with encroaching commercial fishers	-identified by CSO
-Sustainable livelihood program for PWDs (prhotocopier,25units)	-P1M/DSWD/pure NGA	-Need for sustainable livelihood	-identified by CSO
-Training & sust. livelihood for MDG-FACES benefs	-P500th/ DSWD/ pure LGU counterpart	-Need for sustainable livelihood	-identified by LGU
-Sust. Livelihood prog for women	-P700th/DSWD/ pure NGA	-Need for sustainable livelihood for women	-identified by CSO
-Construction of brgy health station(1)	-P1.6M/DOH/pure NGA	-Addresses lack of access to health services	-identified by LGU
-Construction of brgy sub-health stations(3)	-P3.4M/DOH/pure NGA	-Addresses lack of access to health services	-identified by LGU
-Innovative program to promote access to educ/Abot Alam prog	-P3.5M/DEPED/pure NGA	-Addresses lack of access to educ	-identified by LGU
-Gulayan sa paaralan (70 schools)	-P700th/DEPED/ pure NGA	-Addresses malnutrition	-identified by LGU
-Flood control/const. of main sewer (2brgys)	-P6M/DILG/LGU counterpart-P3M	-Not mentioned as urgent need, but was agreed on as important during the LPRAP workshop	-identified by LGU
-Const. of potable water system	-P6.5M/DILG/LGU counterpart-P3M	-Addresses lack of potable water system	-identified by LGU/CSO
-Grocery store with accessories & mgt trng-Senior citizens	-P2M/DTI/ pure NGA	-Need for sustainable livelihood	-identified by CSO
-Shell craft making – enhancement trng & livelihood support	-P375th/DTI/pure NGA	-Need for sustainable livelihood	-identified by CSO
-Community-based trng for SMAW NC1 & NC2	-P525th/TESDA/ pure NGA	-Livelihood, esp unemployed, OSY	-identified by CSO
-Additional benefs – SPES prog	-P1M/DOLE/pure NGA	-Livelihood – OSY, students	-identified by LGU
-TUPAD program (integrated livelihood asst.)	-P500th/DOLE/pure NGA	-Need for sustainable livelihood	-identified by LGU
HINIGARAN:			
•Acquisition of Hand Tractor	-P550k/DA/ pure NGA	-Need for sustainable livelihood	-identified by CSO
•Rice Thresher	-P500k/DA/pure NGA	-Need for sustainable livelihood	-identified by CSO
•Acquisition of Shallow Tube Well	-P900k/DA/pure NGA	-Need for sustainable livelihood	-identified by CSO

<ul style="list-style-type: none"> •Organic Fertilizer Production •Marine Protected and Reserved Area •Trading Post (Bagsakan) •Micro Enterprise Development •Egg machine •Buy and Sell (vegetables and fruits) •Buy and Sell (fish/food vending) •Palay Trading •Hog Fattening •Capability building for farmers, etc. •Construction of Slaughterhouse •Upgrade Rural Health Unit •Upgrade Barangay Health Station •Swine/Goat Raising •Agrarian production credit program •Rehab of one unit classroom 	<ul style="list-style-type: none"> - P1.5 M/DA/pure NGA -P500k/DA/ pure NGA -P640k/DA/pure NGA -P640k/DTI/pure NGA -P560k/DSWD/ pure NGA -P680k/DSWD/pure NGA -P1.0M/DSWD/pure NGA -P1.1M/DSWD/pure NGA -P500k/DSWD/pure NGA -P600k/DILG/pure NGA -P3.0M/DILG/pure NGA -P400k/DOH/ pure NGA -P1.6M/DOH/pure NGA -P570k/DSWD/pure NGA -P2.0 M/DAR/pure NGA -P500k/DepEd/pure NGA 	<ul style="list-style-type: none"> -Need for sustainable livelihood -Essential to protection of municipal waters -Need for sustainable livelihood -Need for sustainable livelihood -Need for sustainable livelihood -Create markets that are accessible to farmers -Need for sustainable livelihood -Support for PWDs -Need for sustainable livelihood -Need for sustainable livelihood -Need for sustainable livelihood -Provide healthcare to LGU -Provide healthcare to LGU -Need for sustainable livelihood Need for sustainable livelihood -Improve educational services of LGU 	<ul style="list-style-type: none"> -identified by CSO -identified by CSO -identified by CSO -identified by LGU -identified by CSO -identified by CSO -identified by CSO -identified by CSO -identified by CSO -identified by LGU -identified by LGU -identified by LGU -identified by LGU -identified by CSO -identified by LGU -identified by LGU
<p>CAUAYAN:</p> <ul style="list-style-type: none"> •Provision of livelihood projects --microfin. Livelihood --sustainable livelihood (buy &sell) w/ sari-sari store --buy & sell micro enterprises ; --merchandising store for fishing supplies --mktg & merchandising store --merchandising store for farming •Provision of livelihood projects --machine shop w/ merchandising store --livelihood (carpentry eqpt) --merhcandising (buy & sell local products) --livelihood micro enterprise <p>CAUAYAN</p>	<ul style="list-style-type: none"> -P1M/DA -P1M/DTI/DA/DSWD -P500K/DSWD/DOLE -P500K/DA/DSWD -P500k/DTI/DSWD -P800K/DA/DSWD -P500K -P500K -P500k -P500K 	<ul style="list-style-type: none"> -Need for sustainable livelihood 	<ul style="list-style-type: none"> -identified by NAPC-accredited CSOs

<ul style="list-style-type: none"> •Road rehabilitation and expansion --Elihan, Abaca, Lumbia, core road rehabilitation --Inayauan-Camalanda-an core road rehab --Molobolo core road rehab --Talimagao Road rehab •Provision of water supply --Talacdan water sys --Linaon Spring Devt --Expansion of Bulata water sys --Spring Devt of Buclao water sys --Tomina, Tuyom Spring Devt --Enhancement of Masaling Water sys --Enhancement of Isio water sys --Improvement of Ma-uling Water sys --Enhancement of Tiling water sys (Level 3) --Enhancement of Yaoyao Level 2 water sys --Enhancement of Lumbia water sys --Spring devt of basak water sys --Sura Spring Devt •Sewerage sys Construction --construction of canal lining (Tabok Suba) --Canal lining (Tuyom) •Capacity building SPES (train for work) program 	<ul style="list-style-type: none"> -P3M/DILG -P1M/DILG -P1M/DILG -P1M/DILG -P1M/DILG -P3M/DILG -P1M/DILG -P1M/DILG -P1M/DILG -P2M/DILG -P700K/DILG -P1M/DILG -P700K -P900K -P900K -P900K -P700K --P700K --P600K --P600K -P500K/DSWD/ TESDA 	<ul style="list-style-type: none"> -Need for road infra -Need for sustainable water supply -Need for better sanitation system -need for skills upgrading 	<ul style="list-style-type: none"> -identified by LGU/KALAHICIDSS (i.e., BDC Vchairs; Bgy Captains) -identified by LGU/KALAHICIDSS (i.e., BDC Vchairs; Bgy Captains) -identified by LGU/KALAHICIDSS (i.e., BDC Vchairs; Bgy Captains) --CSO-Youth
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6. Summary and recommendation

This paper is narrative account of the GPB process in the three municipalities of the Negros Province, namely, Sagay, Hinigaran and Cauayan. It describes the different personalities involved, as well as the processes undertaken taking into consideration the development realities in all 3 case study areas. Based on the discussions on the field, it seems that all three LGUs have embraced the GPB approach and have tried to faithfully implement the guidelines to the extent possible. From what was observed and discussed, the GPB has its merits and its continued implementation should be encouraged and supported, however to be more meaningful and effective, the program implementers may want to look into the areas for improvement:

- There has been an increase in the number of CSOs participating in the GPB process, but there is a need to capacitate and engage the CSOs more. Most of the MLGOO, MPDO and LPRAT co-chairs interviewed have observed that some CSOs are coming to the assemblies prepared. The others, the less experienced CSOs, need capacity building to be able to come to the workshops confident and prepared. As a result, the GPB process has become a venue limited to the more organized and well-capacitated CSOs
- There remains to be some basic sectors that have not been organized, especially those located in barangays. The Barangay Captains (PBs) shared that some of the barangay-based basic sector groups, e.g. farmers, are not organized, and therefore would need assistance on community organizing. They reckon there should be an organization that should initiate this type of assistance. Apart from community organizing, leadership should also be developed. This challenge also relates to the suggestion which is to improve CSO mapping at the barangay level.
- The guidelines have become clearer but it is suggested that requirements of the NGAs be reviewed. The LGU representatives shared that the NGAs have different sets of requirements (reports, etc.) and guidelines for the implementation of the sub-projects – e.g. DA is said to have a long checklist, while with DTI requirements are easier to comply with. To be more facilitative, these requirements should be harmonized and simplified.
 - The CSOs need resource assistance to be able to participate better. An office for CSOs will give them a venue for holding consultation meetings with their members, or with other CSOs. The underprivileged CSOs need financial support – e.g. transportation allowance – to participate in the CSO assembly and LPRAP workshop.
 - There is a challenge on how to engage the business sector. All of the interviewees expressed how important it is for this sector to participate in the GPB process. The sector was observed to be active in the city but not in GPB; thus the need to acquaint as well as capacitate the business sector in terms of participating in local development planning.
 - There is a tendency for some CSO projects to be exclusive to their association; or for the number of priority projects to be dependent on the number of representatives/participants from a sector. The challenge is how to better prioritize and not to lose track of what the urgent needs of the LGU are and what will benefit more people not just one group. This is a challenge for both the facilitator and the participants during the workshops.

- Federating the CSOs may be a good idea and should be studied. This is one way where all CSOs can be represented, especially those that are not able to participate frequently due to resource or time constraints. The business representative from Sagay, has shared that it would have been more motivating to engage in local government activities if there was a chamber/association of businesses.
- The LGU-accreditation requirement from CSOs may be a hindrance because it involves registration with different agencies. Though non-accredited but 'recognized' CSOs are invited to the CSO Assembly, they are expected to eventually work on their accreditation.
- GPB planning has been conducted for 3 consecutive years, but the projects from the first year have not been implemented. One interviewee mentioned that this could possibly discourage participation from the CSOs. Another interviewee pointed out that to some, the process sometimes does not matter as much, what is important is that they (targeted beneficiaries) receive the projects that were intended for them.
- The importance of monitoring was highlighted. The real usefulness of the GPB will be determined in its impact on the community after the implementation of the projects.
- A database for the LGU is critical for planning and assessing impact of programs/projects. Almost all of the MLGOOs, MPDOs and sectoral heads that were interviewed indicated the usefulness and benefits of reliable data for planning and project identification. The recent GPB planning has prompted some LGUs like Sagay to pursue CBMS
- For non-KC areas/non-enhanced LPRAT, it is suggested that perhaps the CSOs and the Punong Barangay (PB) or Barangay Captains should coordinate and collaborate especially with regard to the GPB subprojects to be proposed. Most of PBs interviewed are familiar with the GPB process and possess remarkable understanding of local situations. They can provide data to the CSOs and share insights with them and contribute to their activities. Moreover, on a broader sense, the process can help strengthen partnership at the CSO-barangay level.
- There should be a dispute settlement or conflict resolution mechanism embedded within the GPB system. Concerned agencies, notably the DILG or NAPC may want to look at the case of Cauayan and perhaps come up with policies or guidelines on how to properly address conflicts related to GPB process