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Camarines Sur Assessment of the Bottom-Up Budgeting Process for FY 2016

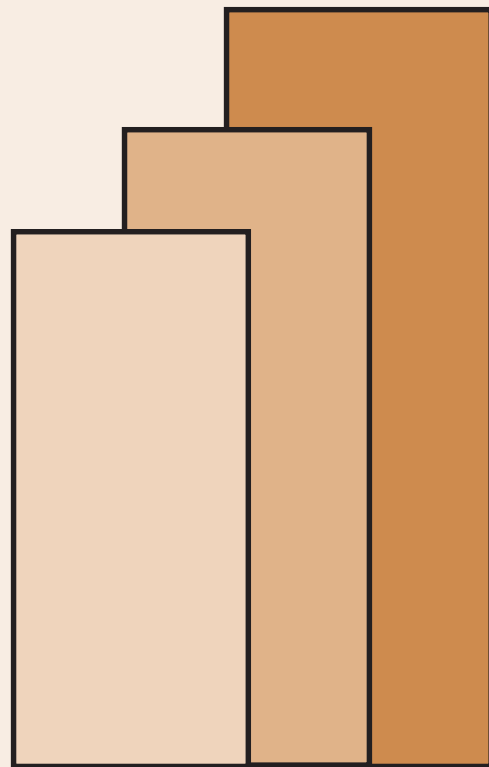
Cleofe S. Pastrana and Marites B. Lagarto

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**PROVINCIAL REPORT:
CAMARINES SUR ASSESSMENT OF
THE BOTTOM-UP BUDGETING
PROCESS FOR FY 2016**

*Cleofe S. Pastrana
Marites B. Lagarto*

Philippine Institute for Development Studies

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Abstract

Bottom up Budgeting is a mechanism implemented to institutionalize and incentivize grassroots participation, as represented by Civil Society Organizations, in the planning and budgeting of their respective cities or municipalities. This paper assess how the various participatory steps were conducted and how the selected sub-projects from the previous budgeting round was being implemented. Specifically, this paper focuses on 3 LGUs from Camarines Sur, with various levels of development and participation in government programs. The assessment was conducted by observing the BUB activities of the study sites, conducting interviews and focus group discussions, and validating findings against secondary data. Findings on the general usefulness of the BUB, its current guidelines, and interaction with corollary government programs were highlighted, along with recommendations.

Keywords:

Philippines, Camarines Sur, bottom-up budgeting, poverty reduction, local governance, participatory budgeting, civil society organizations, grassroots

Provincial Report: Camarines Sur Assessment of the Bottom-Up Budgeting Process for FY 2016

Cleofe S. Pastrana & Marites B. Lagarto

for the Philippine Institute for Development Studies

I. INTRODUCTION

The year 2015 marks the fourth year of implementation of the Bottom-up Budgeting (BUB) exercise under the Aquino Administration, since its inception in 2012. The FY 2013 BUB process covered the 609 poorest LGUs as identified by the Human Development and Poverty Reduction Cluster (HDPRC), of which 595 submitted their Local Poverty Reduction Action Plans (LPRAPs). For the FY 2014 round, the exercise was expanded to cover 1,233 municipalities/cities, and for the FY 2015 round, the coverage of BUB was extended to all municipalities and cities in the country. The FY 2016 round has the same coverage as that for FY 2015.

The BUB, otherwise known as the Grassroots Participatory Budgeting Process (GPBP), is a brainchild of the Aquino Administration through the HDPRC which calls on the Municipal Local Government Units (MLGU) to prepare their LPRAPs that identify the most urgent antipoverty projects that will be funded by the national government agencies (NGAs) involved under the BUB. The participatory process observed in the LPRAPs' preparation, emanated from the Empowerment of the Poor Program (EPP) developed by the National Anti-Poverty Commission (NAPC) in cooperation with the Department of Interior and Local Government (DILG). The EPP relied on the lessons and approaches from the various community-driven development processes such as the Kapit-bisig Laban sa Kahirapan-Comprehensive and Integrated Delivery of Social Services (KALAHI-CIDSS) implemented by the Department of Social Welfare and Development (DSWD) and the Mindanao Rural Development Program (MRDP).

1. General Features of the Bottom-up Budgeting Process

The Bottom-up Budgeting Process (BUB) is considered as one of the major reforms under the Aquino Administration, on three dimensions : i) it is seen as a budget reform aimed at making the national government budgeting process more responsive to local needs, ii) it is viewed as a democracy/empowerment reform as it opens another venue for people's participation in local planning and budgeting, and iii) it is also perceived as a local governance reform as it provides incentives for good local governance.

The BUB funds allocated to the LGUs is based on the number of poor people, as estimated using the 2009 small area poverty estimates which are based on the Family Income and Expenditures Survey and Census data, multiplied by PhP 700, thus allowing LGUs with greater number of poor people to get more relative to those with a smaller number of poor people. The grant, however, should not be lower than Php15 million nor higher than Php 50

million per LGU. Likewise, the BUB requires that LGUs provide cash counterpart to the national government based on a schedule provided in the Joint Memorandum Circular, which must be sourced from LGU funds and formalized through inclusion in their Annual Investment Program.

Since the FY 2013 round, there have been five (5) Joint Memorandum Circulars (JMCs) issued by the four (4) oversight agencies namely: the Department of Budget and Management (DBM), the DILG, the DSWD and the NAPC. There have been changes in the JMCs since FY 2013 to FY 2015, to wit: i) the provision of local counterpart by the LGUs, ii) the type and amount of projects to be included in the LPRAPs, iii) the provision of a Menu of Programs, iv) the timelines to be observed in the issuance and dissemination of invitations for the CSO Assembly and LPRAP workshops, v) the delineation of two modalities for the LGUs-the Regular BUB and the Enhanced BUB approach, vi) the membership of the Regional Poverty Reduction Action Teams (RPRATs), and vii) the national government agencies involved in the BUB , among others.

For the FY 2016 JMC (or JMC number 5), issued on October 1, 2014, the observed changes from the FY 2015 JMC (or JMC number 4), were on the following: i) the non-inclusion of the Department of Agrarian Reform (DAR) and the inclusion of the National Commission on Indigenous People (NCIP) and National Irrigation Administration (NIA) for a total of 15 agencies (13 NGAs and 2 GOCCs), ii) the inclusion of the NAPC Secretary's representative as Vice-Chair of the RPRAT, iii) the inclusion of the Provincial Planning and Development Officers (PPDOs), BFAR and NIA, in the RPRAT, iv) the timelines to be observed in the issuance/dissemination of the invitation letters for the CSO Assembly and LPRAP workshop was made longer at two weeks, v) the Menu of Programs became more detailed to include the standard costs of the projects, the eligibility and minimum requirements and required local counterparts, and vi) all proposed LPRAP projects should be in the Menu.

The aforesaid changes in JMC number 5 are basically the recommendations from the Philippine Institute for Development Studies (PIDS)' study , commissioned by the DBM for the FY 2015 BUB assessment. Previous studies were also conducted for the FY 2013 and 2014 rounds by the Development Academy of the Philippines (DAP) and the Ateneo Institute of Philippine Culture (IPC), respectively. The 2 studies had the key findings that the BUB process was implemented very differently in the sample sites and that variations in the implementation primarily emanated from the LGUs' appreciation of participatory data-based planning processes and the extent of involvement of CSOs in local governance.

The FY 2016 BUB process started in October 1, 2014 with the issuance of JMC Number 5, series of 2014. Similar to the FY 2015 BUB, it had two modalities for the LGUs: the Regular Modality and the Enhanced BUB Modality. The latter was implemented in all 271 municipalities that have graduated from or are currently implementing the Nationwide Community Driven Development Program (NCDDP). The Enhanced Modality of BUB planning and budgeting process aims to harmonize the processes for BUB, KC and local development planning. This entails the following modifications of the Regular BUB process:

(i) integration of the participatory barangay development process following the KC process, and (ii) enhancement of the composition of the Local Development Council.

The BUB Calendar in the JMC indicates that the first activity in the LGUs, which is the conduct of Civil Society Assemblies, should start in September 2014, and end with the integration of the BUB proposals of the LGUs with NGA budget proposals in the National Expenditure Program within February to March 31, 2015.

2. Objectives of the Study

The conduct of the study for the assessment of the FY 2016 BUB process was again commissioned to the Philippine Institute for Development Studies (PIDS) by the DBM to determine how well the local planning process with the CSOs' involvement is being implemented on the ground based on the JMC Number 5.

The main focus of the study will be on assessing the extent of representation of the poor through the CSOs and basic sector groups in the decision-making processes of the LGUs. For LGUs like Goa and Lagonoy, which have been part of the BUB since the FY 2013 round and have been covered by previous studies, an inter-temporal analysis, on the implementation of BUB since the first cycle to the FY 2016 cycle, will be done to determine if there have been significant improvements in CSOs' participation/involvement in the planning and budgeting processes.

The primary objectives of this study are:

- (i) To examine how the BUB planning process and prioritization of projects are being implemented at the local level along the following:
 - Extent of CSO participation,
 - Local government unit (LGU)-civil society organizations (CSO) engagement,
 - Integration of BUB process in the local planning process;
- (ii) To identify bottlenecks in the implementation of the sub-projects identified during FY2013/FY2014 BUB process; and
- (iii) To provide some insights on areas for further improvement for the subsequent rounds.

3. Approach and Methodology

Camarines Sur is one of the four provinces included in this study, along with Agusan del Norte, Zamboanga del Norte, and Antique. Three municipalities served as case study sites per province representing: (i) an urban CLGU/MLGU, (ii) a rural Kalahi-CIDSS (KC) MLGU, and (iii) a rural non-KC MLGU. In Camarines Sur, the municipality of Goa represents the urban MLGU, Libmanan represents the rural KC LGU, and Lagonoy is a case for the rural non-KC MLGU.

The Camarines Sur study team is composed of two research associates and one research assistant. The study team observed the conduct of the CSO Assemblies on October 31, November 3, and November 5, 2014 for Goa, Lagonoy and Libmanan, respectively. Prior to the LPRAP Workshop, the team observed the Provincial Local Poverty Reduction Action Team (LPRAT) Orientation held on November 24-27, 2014 in Naga City organized by the DILG Regional Office in cooperation with the RPRAT members. The team also observed the conduct of the LPRAP workshops held on December 2, 2014 in Goa and Lagonoy and on December 10, 2014 in Libmanan.

Key informant interviews (KIIs) were conducted to validate the observations and findings of the team and to gather more information as well as capture the CSO/LGU perspectives on the conduct of the CSO assembly and the LPRAP workshop. **Table 1** presents the KII respondents in the three (3) study sites. In Goa and Lagonoy which are non-KC LGUs, there were ten (10) KII respondents each of which 7 were from the LGU and 3 from the CSOs.

Libmanan, a rural KC LGU, had thirteen (13) respondents where additional key informants were interviewed, namely: (i) one barangay chairperson in the LGU; (ii) the head of the DSWD Kalahi-CIDSS (KC) area coordination team (ACT) (regional counterpart); and (iii) KC Municipal Coordinator (municipal counterpart). Moreover, the NAPC BUB provincial focal person and the DILG Regional BUB focal person were also interviewed. Guide questions specific for each of the key informants were used in the course of the interview.

The study team also conducted three focus group discussions of 5 - 10 participants: (i) FGD with CSO leaders and BDC Vice-chairs who attended the CSO assembly for the purpose of finding out how CSO representatives in the LPRAT are selected and to better understand how the CSO Assembly identified strategies to address poverty and/or identify projects; (ii) FGD with CSO leaders who did not attend the CSO Assembly for the purpose of assessing possible selection bias in inviting CSOs leaders to the CSO Assembly and identifying the constraints faced by CSO leaders in participating in the CSO Assembly; and (iii) FGD with barangay chairmen in the LGU for the purpose of getting their views on the BUB process, in general, and the identification/selection of BUB sub-projects, in particular.

In addition, the study team also reviewed the Comprehensive Land Use Plan (CLUP), the MDC-approved Annual Investment Plan and Annual Budget for 2015.

Table 1. KII respondents in the municipalities of Goa, Lagonoy & Libmanan, Camarines Sur, 2016

Goa (urban)	Lagonoy (rural non-KC)	Libmanan (rural KC)
Mayor	Mayor	Mayor
Sangguniang Bayan (SB) Chair of the Appropriations Committee	SB Chair of the Appropriations Committee	SB Chair of the Appropriations Committee
Municipal Local Government Operations Officer (MLGOO)	MLGOO	MLGOO
DILG Community Mobilizer	DILG Community Mobilizer	DILG Community Mobilizer
Local Finance Committee as a group (Municipal Planning & Development Coordinator (MPDC), Administrative Officer of the Municipal Budget Office (MBO) & OIC Municipal Treasurer	Local Finance Committee as a group (MPDC, MBO, Municipal Accountant & rep from the Municipal Treasurer's office)	Local Finance Committee as a group (MPDC, MBO, & Municipal Treasurer)
Local Department Heads as a group (Municipal Health Officer (MHO) & Municipal Agriculturist (MA))	Local Department Heads as a group (Municipal Social Welfare & Development Officer (MSWDO), Municipal Agriculturist and Municipal Engineer)	Local Department Heads as a group (MSWDO, Municipal Agriculturist and Municipal Engineer)
CSO Co-chair of the Local Poverty Reduction Action Team (LPRAT)	CSO Co-chair of the LPRAT	CSO Co-chair of the LPRAT
CSO leader who attended CSO Assembly but who is not a member of the LPRAT	CSO leader who attended CSO Assembly but who is not a member of the LPRAT	CSO leader who attended CSO Assembly but who is not a member of the LPRAT
CSO leader who did not attend the CSO Assembly	CSO leader who did not attend the CSO Assembly	CSO leader who did not attend the CSO Assembly
Chair of the Association of Barangay Chairpersons	Chair of the Association of Barangay Chairpersons	Chair of the Association of Barangay Chairpersons
-	-	Barangay chairperson
-	-	DSWD-KC Area Coordinator
-	-	Municipal KC Coordinator
Total KII respondents: 10	10	13

4. Limitations of the Study

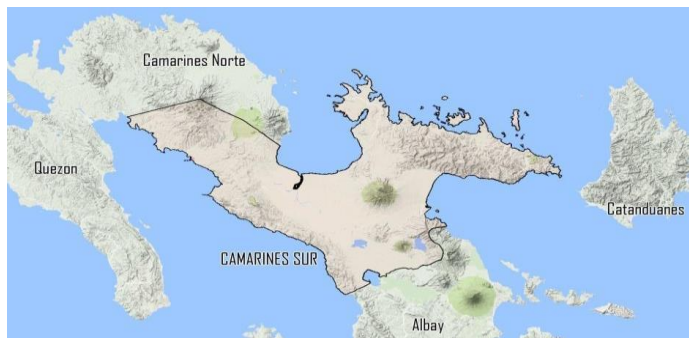
There were a few limitations which might have affected the analysis of the results of the study. In Goa, the following were identified: i) the unavailability of the MSWDO and the Municipal Engineer, although the MHO and the Municipal Agriculturist (MA) were separately interviewed; ii) inability to validate the information/comments provided by some CSOs and Barangay Captains with the concerned LGU sector department heads, since the KIIs/FGDs came later for the former; and iii) inability of one key informant in Goa to hearing problem.

Because Goa and Lagonoy held their LPRAP workshop on the same date, December 2, 2014, the two Research Associates have to divide assignments so that instead of two, only one Research Associate observed the workshop each in Goa and Lagonoy. Also, the Study team was not informed about the second LPRAP workshop in Libmanan, hence the team was not able to observe the actual process/activity.

II. SOCIOECONOMIC PROFILE

1. Camarines Sur

Camarines Sur is one of the provinces of the Bicol region located in the southwestern end of Luzon Island. It is bounded by Ragay Gulf in the west, the Philippine Sea and the provinces of Camarines Norte and Quezon in the north, Albay in the South, and Catanduanes, across the Maqueda Channel, in the east.



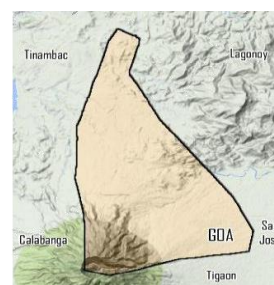
It is the largest province in the region, in terms of both population and land area. It is composed of one independent component city (Naga City), one component city (Iriga City) and 35 municipalities, subdivided into 5 legislative districts. The provincial capital, Pili, is located in the 3rd district, along with Naga City, the province's commercial financial, religious, cultural, and industrial center. Below is the poverty profile of the province.

Table 2. Camarines Sur Poverty Profile (based on NSCB 2012 Annual Poverty Estimates)

Income Classification	First
Population (2010)	1,822,371
Annual per Capita Poverty Threshold (2012, in pesos)	18,717
Poverty Incidence among Families (2012, estimates in%)	31.7
Magnitude of Poor Families (2012, estimate)	121,614
Poverty Incidence among Population (2012, estimates in%)	41.2
Magnitude of Poor Population (2012, estimate)	771,984
Income Gap (2012)	22.8
[% difference, 2009-2012]	[-3.0]
Poverty Gap (2012)	7.2
[% difference, 2009-2012]	[-3.0]
Severity of Poverty (2012)	2.5
[% difference, 2009-2012]	[-1.3]

2. Municipality of Goa

Goa is a second class municipality in the 4th district, otherwise known as the “Partido district”. It is bounded by the municipality of Tinambac in the north/northwest, Lagonoy in the north/northeast, Calabanga in the west, San Jose in the east, and Tigaon and Mt. Isarog in the south.



It is politically subdivided into 34 barangays, 10 of which are in the Poblacion/urban area while the rest comprise the uplands. The farthest barangay, Tabgon, is 28 kilometers from the town proper.

Goa is considered as the commercial, educational and trade center of the district. It houses several secondary and tertiary educational institutions, such as the Partido College, Partido State University and Philippine Science High School – Bicol Region Campus. Other commercial establishments, such as supermarkets and fast food restaurants, can also be found in the Poblacion area.

Poverty incidence of the LGU, based on the 2009 Small Area Poverty estimates of NSCB was placed at 41.2% of the total population of 58,503. Estimated number of poor people was at 20,618, giving the municipality a total of PhP 17 million as budget for GPB FY 2016.

Identified urgent needs/issues

Most of the respondents during the KIIs and FGDs identified the lack of potable water supply and lack of road networks or FMRs, primarily in the upland barangays, as the two main concerns of the LGU. On the issue of lack of water, which was articulated by the Mayor during the KII and LPRAP Workshop, there are still a lot of barangays which were not yet included in the BUB proposals for FY 2014 and FY 2015 which are intended to be covered in the proposed FY 2016 LPRAP. Although there are a lot of spring water sources in the LGU, these are not properly maintained. Related to this issue, according to the LGU officials, is poor sanitation. Based on the 2012 CBMS results, 23.58% of the households do not have access to sanitary toilet facilities. Some respondents said that Plan International, an international NGO, provided sanitary toilets to several households before but were not properly used because of lack of water.

On the lack of road networks, especially in the upland barangays, the respondents, particularly the Mayor, the SB Chair on Appropriations and the ABC President, among others, mentioned that there are no decent roads to and from the town proper. Hence, farmers in the upland barangays prefer to sell their products and perform other economic activities in the nearest municipality of Tinambac.

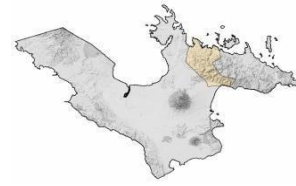
In addition, the municipality needs a new public market since the old one was burned. In this way, Goa loses potential income, which can be used for funding of development projects for its constituents.

Another issue raised by the respondents was the lack of employment and livelihood opportunities for the constituents. Those who graduate usually leave the town and explore opportunities in Naga City or in Metro Manila. In the area of education, most of the CSOs directly involved in the CSO Assembly, together with the MPDC, pointed to the big number of elementary and high school drop-outs and/or children not attending school, as a pressing issue. The CBMS data indicated high proportions of children 6-12 years old not attending elementary school and 13-16 years old not attending high school, at 19.58 percent and 44.42 percent, respectively.

Other urgent needs raised by the respondents were: evacuation centers, proper waste disposal process, another RHU facility to cater to the needs of the upland areas especially the 4Ps beneficiaries, post-harvest facilities, updated land use plan, CBMS updating, strong support for ancestral domains of IPs (Agtas), and public information dissemination with regard to municipal ordinances and laws.

3. Municipality of Lagonoy

Lagonoy is a second class municipality located in the mountainous area of the Partido district. It is bounded by the municipalities of Garchitorena and Presentacion in the east, San Jose and Lagonoy Gulf in the south, Goa in the southwest, Tinambac in the west, and the Philippine Sea in the north.



Lagonoy is politically subdivided into 38 barangays, grouped into 5 areas:

- Poblacion, with 6 barangays,
- West Mainland, with 6 barangays,
- East Mainland, with 8 barangays,
- East Coastal, with 7 barangays, and
- North Coastal, with 11 barangays



The LGU's 2009 poverty incidence was 46.7% of the total population of 51,814. Estimated number of poor people was at 24,197, giving the municipality a total of PhP 17 million as budget for GPB FY 2016.

Identified urgent needs/issues

Based on the map shown above, the North Coastal barangays, located in the uppermost portion of the municipality, is geographically isolated from "Lagonoy South" (the town proper and other barangays, located near the southern and southeastern municipal boundaries). According to the respondents (none of which came from the North Coastal barangays), there is no road network between the north and southern barangays of Lagonoy. Going to the town proper entails traveling by boat to Tinambac and then by land through the Goa-San Jose-Lagonoy town proper route. This hinders them to participate in many municipal-wide activities, such as the CSO Assembly for GPB process. Also, Lagonoy loses its potential income since people of North Coastal barangays prefer to perform economic activities in Tinambac, Goa or Naga City rather than going to Lagonoy town proper.

Relatedly, Lagonoy has not yet replaced its public market which got burned. People of Lagonoy (those in the southern barangays) have to travel to Goa to buy and exchange goods. At present, the municipality is finding ways to construct a farm to market road connecting Barangay Himanag (North Coastal) to the town proper, which, according to the respondents, will be of great help for poverty alleviation in Lagonoy. Also, there is a plan to secure a loan with Philippine National Bank to construct a new public market.

Another urgent issue raised by the respondents was the lack of income generating activities/livelihood. Fisherfolks lose big catch because of illegal fishing, particularly in the

north coastal areas, where unregistered bancas are used; or big nets (“malakaya”) used within the 20 meters municipal waters. Farmers also suffer from expensive input cost and low selling prices of their harvest. Meanwhile, graduates and others who seek employment travel to other municipalities and cities to find opportunities, which in turn results into brain drain. The SB Chair on Appropriation described this situation in the LGU as “they produce people, but not employment”.

For families in the coastal areas, the following needs were identified: the need for relocation of families; the need to construct seawalls/flood control of high quality (e.g., in barangay Panicuan in the east coastal area); and the need for evacuation centers (e.g., in barangay Borabod where flood waters could reach as high as 2 persons in height). Other urgent issues raised were: the lack of waste disposal/solid waste management plan resulting to the rampant dumping of garbage/waste along creeks/rivers as well as the non-utilization of the dumpsite in the upland due to the absence of a road leading to the site; the absence of day care centers and health facilities in the North Coastal barangays; need for moral values/eradication of gambling, particularly among the youth and provision of land and housing for the indigent families.

4. Municipality of Libmanan

Libmanan is a first class municipality of the 2nd district of Camarines Sur. With 75 barangays, it is considered as one of the largest municipalities in the province. It is bounded by the Ragay Gulf in the west, the towns of Sipocot and Cabusao in the north, Bombon, Magarao and Canaman in the east, Pamplona in the southeast and Pasacao in the south.

The LGU’s poverty incidence in 2009 was placed at 46.9% of the total population of 100,002. The estimated number of poor people was at 34,282, giving the municipality a total of PhP 33 million as budget for GPB FY 2016.



Identified urgent needs/issues

Libmanan was once tagged as the rice granary of Bicol region but its full potential was constrained by problems related to irrigation. Previously, there were irrigation systems that were shared with the neighboring municipality of Cabusao. Since the irrigation engines were not maintained and/or upgraded, some lost their usefulness, resulting to dry farmlands and low production. Related to this, upland farmers (most of whom are coconut farmers) raised the issue on LGU’s inadequate inputs/support to agriculture. People resort to other income generating activities, such as banig and basket making, but the market is unstable and

inconsistent. Hence, lack of employment and alternative livelihood opportunities is a critical concern.

Also, road networks connecting the farmlands and the coastal barangays to the town proper were not concreted. Hoping to address this, most of the Kalahi-CIDSS projects (from Cycles 1-3) were concreting of pathways in different barangays. There were also proposed farm to markets roads under the BUB.

Another problem mentioned in the KII is the LGU's dependence on the IRA. There are only a few commercial establishments in the town proper; thus, revenues generated were insufficient to fund development projects of the municipality. Major reason cited for this is that the Libmanan town proper is around 8 kilometers away from the national highway. Large companies were discouraged to put up establishments in the area since it is not accessible to people.

The Bicol/Libmanan River poses another issue for the municipality. River erosion slowly makes the river shallower and wider every year, posing the threat of erasing riverside barangays in the map. It is also the reason for the extensive flooding in more than half of the 75 barangays of Libmanan. Construction of evacuation centers, which is only one side of the problem, is the most viable solution seen by the barangays according to the respondents. The Bicol River Basin Development Program, may need to be revived to address this concern.

Other issues/needs revealed in the interviews were the outdated [2008] CBMS results, lack of school buildings, the lack of access to potable water in the uplands and other barangays far from the town proper and illegal fishing. The Mayor, in particular, identified the need for transport terminal, public market and slaughter house as urgent.

Below is a summary profile of the three study sites in the province of Camarines Sur.

Table 3. Economic Profile of Goa, Lagonoy & Libmanan, Camarines Sur

LGU PROFILE	GOA	LAGONROY	LIBMANAN
Income Classification	Second	Second	First
Population (2010)	58,503	51,814	100,002
Land Area (in has.)	20,618	37,790	34,282
Number of Barangays	34	38	75
Main Economic Activities	<ol style="list-style-type: none"> 1. Agricultural 2. Commercial & Service Centers 3. Industrial 4. Fishery 5. Mining 	<ol style="list-style-type: none"> 1. Agricultural 2. Fishery 3. Mining 	<ol style="list-style-type: none"> 1. Agricultural 2. Commercial & Service Centers 3. Industrial 4. Fishery 5. Mining

Poverty Incidence (2009)*	41.2	46.7	46.9
Magnitude of Poor	24,103	24,197	46,901
GPB Budget (poor population *700, rounded up)	17,000,000	17,000,000	33,000,000
Classification (study)	Urban	Rural non-KC	Rural KC
Mode of GPB	Regular GPB	Regular GPB	Enhanced GPB

*Source of data: 2009 Small Area Poverty Estimates, NSCB

III. ASSESSMENT OF THE IMPLEMENTATION OF JMC 5-2014 IN THE FIELD

1. Barangay Development Planning

1.1. Kalahi-CIDSS (KC) Cycles completed

The KC Project employs a community-development driven strategy implemented through five stages (social preparation, community planning, community-based implementation, community monitoring and evaluation, and transition) comprising one cycle, known as the Community Empowerment Activity Cycle [CEAC]. In each municipality, KC is implemented in three cycles. The KC is being funded by the Millennium Challenge Corporation and is expected to end in 2015 after which it will scale up to NCDDP by 2016. Most of the information gathered about KC came from the KIIs conducted with the Municipal KC Coordinator (LGU Counterpart) and the DSWD KC Area Coordinator as well as the reports they shared with the study team.

Out of the 75 barangays in Libmanan, 73 participated at different cycles under the KC (**Table 4**) while two barangays waived the implementation of community sub-projects. Of the 73 barangays, 39 availed of the first cycle, 27 availed of the second cycle (not able to avail of cycle 1 and became priority for cycle 2), and 22 of the third cycle (those which completed cycle 1 and those which availed for the first time). While KC follows a strict timeline of activities, with each project cycle expected to run for roughly one year, Libmanan is delayed in its implementation. The 39 barangays in Cycle 1 started social preparation in 2012 but implemented their sub-projects only around the 3rd to 4th quarter of 2013. By the end of March 2015, only about 20 or 51% have completed their projects and the rest are moving slowly. Delay in the first two and a half years of implementation was due to the fast turn-over of KC Community Facilitators and DSWD KC Area Coordinator and also the delay in the

release of counterpart funds as a result of political conflict between the Provincial Governor and the Municipal Mayor.

When the 2nd and 3rd cycles started in 2014, the problems encountered earlier have been addressed and counterpart funds were released. Fifteen barangays which completed the first cycle became eligible and participated in the third cycle. With lessons learned from implementing the first cycle, it is expected that the 2nd and 3rd cycle processes will be faster. Out of the 27 barangays in the 2nd cycle, 10 are nearing completion. In the 3rd cycle, one barangay is already implementing its subproject while the rest are in the process of procurement, canvassing or bidding. Coming closer to the target completion date of the KC project (end of 2015), there is now an overlapping implementation of the three cycles.

Table 4. Number of Barangays implementing KC (as of March 2015), Libmanan, Camarines Sur

Cycle	Number of participating bgy per cycle	With completed sub-projects	With ongoing sub-projects
1	39	20 (15 availed of Cycle 3)	19
2	27		10 nearing completion
3	22 (15 from Cycle 1 & 7 availed for the first-time)	0	1

Sources: KC Project Monthly Consolidated Physical and Financial Status, as of February 2015; Updates from the Municipal KC Area Coordinator Alma Prado as of March 2015.

1.2. Conduct of the Participatory Situation Analysis (PSA)

Section 1.3 of JMC 5-Annex F states that the chair of the Barangay Development Council (BDC) shall convene the expanded BDC to conduct the PSA and prepare the barangay development plan (BDP), a medium-term development plan which reflects the anti-poverty strategy of the community. From the BDP, the expanded BDC shall identify the barangay investment plan, a one-year plan that shall reflect the priority projects for the year.

Per KII with the 2 KC Coordinators, all 75 barangays were able to conduct their PSA before the conduct of the CSO Assembly for the FY 2016 LPRAP. According to the respondents, PSA is a requirement for each KC barangay in every cycle to ensure that data are always available as bases for prioritization of needs and interventions. Whether one barangay has availed or not of the previous cycle or has expressed to waive availment of the next cycle, the KC requires each barangay to conduct PSA in preparation for the prioritization for the next cycle.

The PSA in the first cycle was the most tedious but the succeeding ones were easier because the barangay has just to revalidate or update the previous PSA in terms of ranking problems

and solutions. This entails answering questions such as: as a result of the implementation of the subproject in cycle 1, are there needs that have been addressed; are there now changes in the needs of the community; are there new problems that need to be addressed. According to the Municipal KC Coordinator, PSA for cycle 2 was held around October or November 2013. In preparation for the third cycle, the PSA was updated in June 2014. The request for funds release (RFR) for the third cycle was submitted to the DSWD Regional Office last October 29, 2014. As of the time of interview, ranking and selection of the barangays for the third cycle based on the PSA has been done.

Ideally, results of PSA should be presented to the CSO Assembly and LPRAP workshop which was done in the BUB planning for FY 2015. However for FY 2016, per actual observation and KII with some respondents, the DSWD KC Area Coordinator did not present the PSA results in the CSO Assembly. In the recent LPRAP workshop, a list of unfunded KC projects identified in the latest PSA written on Manila paper was just posted but not presented/discussed.

In the first cycle, communities were eager to participate in the PSA and were looking forward to implementing their own community sub-projects. However, the repeated tedious processes, e.g., PSA, barangay assemblies, canvassing, bidding, procurement, etc., raised many complaints from the barangays and discouraged them to continue through the cycle. This was aggravated by the delay in the release of counterpart funds due to political conflicts. According to the DSWD KC Area Coordinator, with the recruitment and training of more CFs and vigorous advocacy efforts in the community, the implementation of the KC project is slowly improving. One respondent said that the new DSWD KC Area Coordinator (who took over last September 2014) is better than the previous ones and is now introducing changes to improve operations. According to the ABC President, CFs now have better communications with the barangay officials, e.g., they (CFs) give regular feedback and they clarify their role in the community.

In most cases, the Barangay Captain (BC) decided on what projects will be included in the BDP and its accompanying investment plan. Depending on the BC, he/she may or may not utilize the PSA results for the BDP. However, the PSA is used as reference for identifying the KC community subproject in the barangay. In instances where the barangay may have to provide counterpart funds for the identified KC subproject, then this is reflected in the BDP and forwarded to the BDC for discussion and subsequent inclusion in the Barangay investment plan. In cases where barangays were not eligible or did not avail of the KC cycle, the results of the PSA may be used as basis in preparing proposals for inclusion in the BDP and submission to the Municipal Development Council for local and other sources of funding, e.g., BUB , etc.

1.3. Conduct of Barangay Assembly

In every cycle, there are more or less 5 regular barangay assemblies (BA) although special BAs over and above the regular BAs may be held when necessary. BAs are held for the

following purposes: (2) before and after the PSA for orientation and community consultation, respectively; (1) to consult the community on the development of their project proposal and (1) after the approval of projects in the municipal inter-barangay forum (MIBF); and (1) during the implementation of subproject and its turn-over to the community. Recently, as part of DSWD's Convergence Strategy, BAs in the KC cycle are utilized as venue for consultation of 4Ps and Sustainable Livelihood Program (SLP) matters.

Generally, a minimum of 50% to 80% of households in the barangay attended the BA. One respondent said that in some barangays, in spite of the free meals offered as incentive, attendance could only reach 50%. If it were less than 50%, then the BA is a failure and it has to be called again. Attendance was more problematic in "metro poblacion" barangays where BAs were usually conducted in the evening after work. Problems encountered were uncooperative BDCs, and inactive volunteers.

1.4. Selection of sitio representatives and BDC Vice-chairs

Each purok/zone in the barangay elected 3 volunteers who will participate in the PSA. From among the PSA volunteers, one BDC Vice-Chair was elected to the expanded BDC. As the cycle went on, set of volunteers were selected/elected during a barangay assembly for each stage/activity in the cycle. Thus, PSA volunteers became volunteers for project preparation, procurement, audit and monitoring and inspection. During the implementation stage, the BDC Vice-chair may also get elected as the BSPMC chair, tasked to manage the implementation of the project with a team (as long as this was consulted with the BA). When a barangay avails of the next cycle, the DSWD requires that the set of volunteers be updated to check if the volunteer is still active. This update has to be submitted to the DSWD Regional Office. The LGU found it difficult to sustain the volunteers because of the tediousness of going through the KC processes. To sustain the services of the volunteers, some volunteers' spouses were also hired as laborers/workers under the KC subproject to earn income, e.g., in concreting of pathways, construction of roads, etc.

About 10% of the barangays had cases of barangay captains appointing BDC Vice-chairs because of shortage of volunteers. Respondents said that most of the people in the community do not want responsibility. Pressured by the KC Project and some, in the desire to avail of the cycle, the barangay heads resorted to appointing someone whom he knows and he can trust. In some instances, this situation may have implications on the decision-making of the volunteers. Some respondents said that in most cases where the BDC-VC was appointed by the BC, there were problems in the implementation of the KC subproject.

2. Inclusiveness of CSO Assembly

The following sub-sections discuss the extent to which Sections 4.6, 6.1 and 6.2 of JMC Number 5 on the FY 2016 BUB were implemented in the 3 LGUs of Camarines Sur. These JMC provisions pertain to: i) the definition of the CSO Assembly as an "inclusive meeting of all CSOs, POs, community/grassroots organizations facilitated by DILG at the municipal

level...”, ii) the announcement of the CSO Assembly; and iii) the conduct of the CSO Assembly. Anent to this, the discussions on inclusiveness cover the following: the selection of CSOs to be invited, whether open to both LGU accredited and non-LGU accredited; the attendance of CSOs - whether or not the non-LGU accredited CSOs really responded to the open invitation and whether both rural and urban barangays are well represented by the CSOs as implied by their organizations’ locations; reasons for non-attendance of CSOs; and views of selected CSOs and LGU officials on the participation of non-LGU accredited CSOs as a gauge of their openness to all CSOs. As data would permit, comparison with the previous BUB process is included.

2.1. On who selected/prepared the list of CSOs to be included in the Notice of Municipal CSO Assembly and signatory of the invitation letters

The selection of CSOs that were invited by the LGUs to the assembly based on the Notice appeared to be generally apolitical, considering the non-intervention of the LCEs as observed or heard from the respondents. However, there were some LGU-accredited CSOs that were not invited or included in the Notice, leaving a gray area in the selection process, which was supposed to be inclusive of all CSOs.

The Notice of Municipal CSO Assembly, in each of the three LGUs of Camarines Sur, were all prepared/signed by their respective Community Mobilizers (CMs), and noted by the MLGOOs. Although details on the date and venue on the conduct of the CSO Assembly were indicated, information on the time for the activity was missing, an element which may have affected the non-attendance of some CSOs. An important provision, however, in all the Notices for the three LGUs, is the statement that the invitation is extended to but not limited to the organizations or organized sectors/groups, as listed in the Notices, which was actually a pro forma.

In terms of the list of CSOs, the CM and MLGOO for Goa decided on who should be initially included based on the SB list of accredited CSOs, the MPDC’s list of active CSOs who are involved in the LDC/LSBs, and additional names gathered by the CM from his data collection from the line agencies and in some barangays. For Lagonoy, the MLGOO said that they augmented the SB list with the records from the Municipal Administrator, particularly for Transport groups. For Libmanan, the CM and MLGOO relied mainly on the SB list.

It was noted from the KIIs with the CMs and MLGOOs, that a complete and thorough CSO Mapping was not yet available in any of the LGUs, as basis for the Notice and Invitation letters. What were readily referred to were the consolidated forms on the Attendance/Sign-In Sheets of the CSOs during the CSO Assembly, which they termed as CSO Profiling.

On the Invitation Letters, there were noted variations in terms of the signatories, the inclusion of some critical details, and on the language/dialect used. In Lagonoy, there were two invitation letters sent to the CSOs, one signed by the MLGOO and the other signed by the Mayor. The time for the conduct of the assembly, as well as the statement on the provision of

meals and reimbursement of transport expenses, were overlooked in the letter. In Goa, the letter, which used the Bicolano dialect, was signed by the MLGOO. Unlike that of Lagonoy, the time for the activity, as well as the provision of meals/reimbursement of transport expenses, were indicated. For Libmanan, on the other hand, the letter was signed by the CM, and noted by the MLGOO, consistent with the signatories in the Notice. Like Lagonoy, the letter, which was also written in English did not indicate the provision of meals/reimbursement of transport expenses.

Given the above configuration of the Notices as well as the Invitation Letters, it appears that Goa relatively showed the most complete details/information included and most explicit in terms of providing support for the attendance of CSOs. Thus, it may be surmised that Goa would have been expected to garner the best attendance rate of CSOs. However, in terms of the lead time for the transmittal of the Invitation letters, the MLGOO of Goa indicated that these were sent one week after the posting of the Notice, or one week before the CSO Assembly, unlike the two LGUs which sent the letters immediately after the posting of the Notice (**Table 5**).

Table 5. Comparative Details of the Notice of CSO Assembly and Invitation Letters for the LGUs of Goa, Lagonoy & Libmanan, Camarines Sur

LGU	Notice of CSO Assembly	Invitation Letters	Remarks
GOA Urban LGU <i>Regular BUB</i> <i>Modality</i>	-October 31, 2014/ Conference Rm., Mun. Govt. Center(no time indicated); -Prepared/signed by CM and noted by MLGOO -posted 2 weeks before CSO Assembly	-signed by MLGOO; indicated complete info on date, time & venue -written in Bicolano -with details on the provision of meals & reimbursement of transportation expenses -transmitted one week before CSO Assembly	-CM not sure if all those in the Notice were sent Invitation letters
LAGONROY Rural Non-KC LGU <i>Regular BUB</i> <i>Modality</i>	-November 3,2014/ ABC Hall (no time indicated) -prepared/signed by CM and noted by MLGOO -some CSOs were just handwritten & no addresses indicated -posted 2 weeks before Assembly	-signed by MLGOO -written in English -no details on the provision of meals/reimbursement of transport expenses -sent 2 weeks before Assembly	-MLGOO said another letter signed by the Mayor was sent also earlier; realized later that he should be the signatory
LIBMANAN KC LGU <i>Enhanced BUB</i> <i>Modality</i>	-November 5, 2014/ABC Hall (no time indicated) -prepared/signed by CM; noted by MLGOO -posted 2 weeks before Assembly -addressed to all CSOs and BDC-VCs	-signed by CM & noted by the MLGOO -written in English -no details on the provision of meals & reimbursement of transport expenses -did not include BDC-VCs in letter but included all CSOs -sent 2 weeks before Assembly	

2.2. On the inclusiveness of the Notices/Invitation Letters

Although the main basis for the list of CSOs included in the Notice of Municipal CSO Assembly for the three LGUs were the list of SB Accredited CSOs, it was noted that there were a number of CSOs not included in the Notices. This was most observed in Goa and Libmanan, with 11 and 10 CSOs, not included, respectively (**Table 6**). The reasons though for their non-inclusion was not indicated for Goa and Lagonoy. For Libmanan, the MLGOO said it was due to the absence of information on the names of the heads of the CSOs, as well as their specific addresses. It should be noted, though, that while the Notice of CSO Assembly was open to all CSOs, based on the provision that the invitation was not limited to those in the list, individual invitation letters addressed specifically in the names of the listed CSOs were also issued.

Table 6. Comparison between the List of SB-Accredited CSOs & List of CSOs in the Notice of CSO Assembly in the Municipalities of Goa, Lagonoy & Libmanan , Camarines Sur

LGU/No. of Brgys.	CSOs in SB List	CSOs in Notice of Assembly	No. &% of Barangays Covered	Remarks
GOA (34) 10 Poblacion 24 rural	31	25 20 Accredited 5 Not accredited	22 CSOs based in Poblacion barangays	11 in SB list not included (7 in distant brgys.)
LAGONROY (38) 7 urban 31 rural)	23	33 21 Accredited 12 Not accredited but recognized by Muni administrator (transport)	24 barangays (63% of total)	2 CSOs in SB list not included
LIBMANAN (75) 14 urban 61 rural	71 69 Accredited 2 in process)	61 All accredited	29 bgys. (39% of bgys.) 11 CSOs based in Poblacion barangays	10 CSOs not included in SB list; BDC-VCs not included in Notice

2.3. Attendance of CSOs

Table 7 shows that for the 3 study sites, the total number of CSOs that attended was placed at 94 or an attendance rate of 63% (total number of CSOs that attended / the total number of CSOs in the Notice plus those not included in the list). Non-attendance of CSOs was mostly due to lack of interest or lack of money for transport. Compared to the FY 2015 attendance, there were noted improvements, especially for Libmanan. While there were a number of non-LGU accredited CSOs that attended in the recent BUB process, there were some LGU officials who had the view that only the LGU accredited CSOs should participate.

Although the Notices and Invitation letters from the 3 LGUs were open to all CSOs, it was observed that the LGU-accredited CSOs formed a significantly larger share (79.8%) relative

to those CSOs not yet LGU-accredited. Libmanan showed the biggest proportion of LGU-accredited CSOs' attendance at 84 percent.

As to the number of barangays represented by CSOs with specific barangay-based locations, this was estimated at 54% of the 147 total number of barangays in the 3 LGUs. The 31 urban/Poblacion barangays were completely represented, while only less than one-half (41%) of the rural barangays were represented. This translates to a non-representation rate of 46% of the barangays by the CSOs, of which mostly were in the North Coastal areas of Lagonoy and in the distant areas of Libmanan and Goa. For the BDC Vice-chairs in Libmanan, there were 32 barangays not represented, of which 13 were surprisingly from the Metro poblacion areas. The table below shows the details for the 3 LGUs.

Table 7. Attendance of CSOs by Inclusion in the Notice, Accredited or Not, and Number of Barangays Represented: Goa, Lagonoy & Libmanan, Camarines Sur

	Goa	Lagonoy	Libmanan	TOTAL
No. of CSOs listed				
In SB	31	23	71	125
In Notice of Assembly	25	33	61	119
No. of CSOs that attended				
In Notice	23	21	50	94
Not in Notice	14	15	34	63
	9	6	16	31
Attendance rate of CSOs	23/34 = 67.6%	21/39 = 53.8%	50/77 = 64.9%	94/150 = 63%
LGU-accredited				
Yes	19	14	42	75
No	4	7	8	19
No. of bgys represented(CSOs)				
Urban	20 (59%)	14 (37%)	45 (60%)	79 (54%)
Rural	10 (100%)	7 (100%)	14 (100%)	31 (100%)
	10 (42%)	7 (23%)	31 (51%)	48 (41%)
No. of BDC VCs who attended			43 (57%)	43 (57%)
No. of bgys represented			43 (57%)	
Urban			4 (29%)	
Rural			39 (64%)	

2.3.1. Comparison of CSOs attendance to the CSO Assembly for FY 2015 and FY 2016 BUB

There was an improvement in the type of CSOs invited to the assembly from the FY 2015 BUB. Those invited to the assembly in the past BUB were purely the LGU accredited CSOs for Goa and Lagonoy, while for Libmanan, it also included CSOs undergoing accreditation. For the FY 2016 BUB, the assembly was opened to include both the LGU accredited and non-accredited CSOs. Given this change, it was expected that the turn-out of CSOs' attendance in the last BUB would be much larger. Data shows, however, that the biggest

increase so far was in Libmanan at 43%, followed by Goa, with a 22% uptrend and the least in Lagonoy, at merely 5%. The table below shows the number of attendees by LGU vis-à-vis those invited.

Table 8. Comparative Data on the Attendance of CSOs to the CSO Assembly, by LGU: FY 2015 and FY 2016 BUB

LGU	No. of CSOs Invited*			No. of CSOs That Attended			Attendance Rate** (In %)	
	FY 2015	FY 2016	Increase /Decrease	FY 2015	FY 2016	Increase No. & (%)	FY 2015	FY 2016
Goa	21	25	4	18	23	5 (28%)	90	68
Lagonoy	24	33	9	20	21	1 (5%)	75	54
Libmanan	56	61	5	35	50	15 (43%)	63	65
Total	101	119	18	73	94	21 (29%)	72	63

*FY 2015 limited to accredited/those undergoing accreditation while FY 2016 is open to accredited and non-accredited CSOs

**Not comparable due to different base/denominator

Source of FY 2015 Data: Assessment of BUB Process for FY 2015, PIDS

2.4. Observed organized CSOs and assistance provided by NGOs/Entities to CSOs

The most commonly observed organized CSOs in the LGUs are the groups on women, senior citizens, farmers, PWDs. Lagonoy respondents said that even the BHWs, Day Care Workers, Barangay Nutrition Workers, BAWASAs and transport groups are organized.

It was noted that there are a lot of barangays not represented by any CSO as mentioned earlier. This low representation rate of barangays is most apparent in Lagonoy where only 37% of the 38 barangays are covered by the CSOs. Based on the KIIs/FGDs, though, there are a number of NGOs, bigger CSOs, and even the LGUs, providing assistance to CSOs at the barangay level in terms of organizing, capability building and even in funding projects.

Bigger CSOs help smaller CSOs. For instance, in Libmanan, the Caritas Diocese (CDL) informed and encouraged POs and rural-based organizations, e.g., Small Coconut Farmers Organization and Rural Agricultural Agrarian Cooperatives (RAAC), to participate in the BUB CSO Assembly even if these are not yet registered or accredited. Without CDL's assistance and information campaign on the CSO Assembly, the 16 CSOs not included in the Notice would not have attended in Libmanan. RAAC was even elected as one of the CSO reps to the LPRAT. CDL also coordinated with NAPC in training selected CSO-LPRAT members in the monitoring of FY 2013 BUB projects.

In Goa, CSOs like GAPPA, GMEC and GOPARRDS also provide technical assistance to POs especially along agriculture and agrarian reform. In Lagonoy, World Vision helped organize Savers' Clubs among the youth while the Siervas de Maria provided assistance in organizing BAWASAs, and in providing latrines and water facilities to households. The World Wildlife Fund also provided trainings to fishermen in Lagonoy in applying for the necessary permits from the LGU/NGAs.

The Office of the Mayor in Lagonoy provides P50,000 to accredited CSOs with good project proposals while the LGU sector departments in Goa, e.g., DA, DAR and ATI, help organize rural-based organizations and provide them services such as legal assistance and training on new technology. Some Barangay Development Councils provide assistance to women, senior citizens, farmers and persons with disability.

There were significant suggestions given by the respondents to help them participate more actively in LGU affairs such as the BUB-CSO Assembly. These include the following: i) conduct of orientation among CSOs before the CSO Assembly; ii) support for their regular meetings for better interaction; iii) provision of logistics support like transportation allowance, cellphone cards; iii) provision of trainings on project identification and development; and iv) sustain advocacy campaign among CSOs on moral values.

2.5. Non-attendance of CSOs and reasons for non-attendance

From the previous table, it can be noted that there were 56 CSOs in the 3 LGUs, which were included in the Notice, but were not able to attend. This comprised almost one-half of the total number of CSOs which were included in the Notice (119 CSOs). A compensating factor was the attendance of the 29 CSOs even if they were not included in the Notice.

When asked about the possible reasons for non-attendance, the most common reason given by the LGU and CSO respondents across the 3 LGUs was the “lack of money for transport and other logistics” and “no communication received/not invited” (**Table 9**). For the 4 CSOs who did not receive the invitation letters, most of them said that they would have attended if invited, since they want to know where the BUB funds are going and to secure their own sector/organization projects. In Goa, a Day Care Worker, who was newly elected as president of their organization did not receive the invitation, together with that of the Hiwacloy Agrarian Reform Beneficiaries Organization, the latter surmising that it might have been due to their lack of accreditation.

Common reason mentioned in two LGUs (Goa and Lagonoy) was “conflict with other meetings”. In Goa, other reasons given were “lack of commitment or lack of interest, political reasons, loss of income/opportunity cost, and wanted to give chance to other CSOs to be elected”. In Lagonoy, other reasons cited were “forgot about the activity due to 2-week lead time in the issuance of the invitation/notice, bad weather, and physical fatigue because of other work”. It was surprising that the two-week lead time in the issuance of invitation,

compared to the previous year's 2 to 3 days lead time, worked to their disadvantage, since they forgot the date/schedule for the assembly.

Table 9. Cited Reasons for Non-Attendance of CSOs in the CSO Assembly: Goa, Lagonoy & Libmanan, Camarines Sur

Reasons Cited	Goa	Lagonoy	Libmanan
Lack of money for transport & other logistics	x	x	x
Not invited/no communication received	x	x	x
Conflict with other meetings	x	x	
Political reasons	x		
Lack of commitment/lack of interest	x		
Loss of income/opportunity cost	x		
Frustrated with previous BUB process			x
Wanted to give chance to other CSOs to be elected	x		
No time indicated in letter/date of activity forgotten /'natabunan' due to two-week lead time in invitation		x	
Bad weather condition esp. in north coastal barangays		x	
Physical fatigue/tiredness due to previous activities		x	

In Libmanan, a number of CSOs voiced out their frustrations with past BUB process as their reason for non-attendance in the latest BUB, observed collusion among CSOs/BDC VCs on identifying & targeting projects and inability to avail of any BUB & KC projects. However, there were other CSO respondents in the FGD in Libmanan who articulated that distance was not a hindrance to the CSOs' participation, and they would even sell their palay/rice stock just to have money for transport to the CSO Assembly.

Compared to the past year's reasons for non-attendance, the lack of interest on LGU matters which was mostly cited then by CSOs in Lagonoy and Libmanan was only indicated by Goa CSOs in FY 2016.

2.6. Views of selected LGU Officials/CSOs on the participation of accredited vis-à-vis non-accredited CSOs

The Joint Memorandum Circular Number 5 on the FY 2016 GPB/BUB, particularly Section 10.4.1 stipulates that the Sangguniang Bayan/Panglungsod shall "Accredit all local CSOs, including those recognized by any national government agency such as Basic Sector Organizations recognized by NAPC and volunteer groups in the NCDDP program". On the

other hand, Section 4.6. States that the CSO Assembly is an inclusive meeting of all CSOs, POs, community/grassroots organizations facilitated by DILG at the municipal level. These two provisions are to be taken separately, and that the CSO Assembly shall invite all the CSOs whether these have been accredited by the SB or not.

Based on the KIIs/FGDs, the LGU officials and even the CSOs interviewed were divided as whether the CSO Assembly should only include the LGU accredited CSOs or should include both the LGU-accredited and non-LGU accredited CSOs.

In Lagonoy, a slightly greater number of respondents, particularly the LGU officials, are not in favor of the participation of non-LGU accredited CSOs. An LGU official said that some of the non-LGU accredited CSOs seem to be “bogus” or “pasaway”, and they deceive the communities by collecting fees. On the other hand, a CSO respondent favor the participation only of the LGU accredited since “responsibility is important”. According to an LGU official, however, nobody complains in Lagonoy, even if the non-LGU accredited CSOs participate.

All the CSO respondents in Goa favor the participation of all CSOs, whether LGU-accredited or not. However, one CSO added that even if all can participate, only the LGU-accredited ones should be elected as CSO representatives to LPRAT. Some LGU officials, though, are not supportive of the non-LGU accredited CSOs. One reason cited was that acquiring accreditation is not so hard and there are no fees charged. Another respondent said that “there are non-LGU accredited CSOs with heads, but no members, and not functional; they’re just popular with the LGU”.

In Libmanan, although most of the LGU officials and CSOs indicated that the non-LGU accredited CSOs must be given a chance to participate, there was one CSO who emphasized that if the law provides that CSOs should be accredited, the CSOs should take responsibility, for them to be heard, to enjoy their rights, to be elected and to be able to get assistance from the LGU. Although one LGU official said that participation of all types of CSOs is “productive to development”, he also griped that LGU accreditation is highly politicized, and that allies of the LCE or the supporters of the Administration, are the ones recognized/prioritized.

3. Quality of CSOs’ Participation in CSO Assemblies

The following sub-sections pertain to: the extent of representation of the various types of CSOs by sector and by gender; the type of data used and the processes adopted by the LGUs in the conduct of the poverty situation analysis; and the manner by which the selection of CSO representatives to the LPRAT were done. It also presents the major observations, comments and recommendations elicited by selected CSOs and LGU officials on the level/extent of participation of CSOs in the workshop discussions and on the selection process of CSO representatives.

3.1. Representativeness of CSOs which attended the CSO Assembly

The dominance of CSOs belonging to the Farmers, Farm Workers and Irrigators groups as well as the Cooperatives sector, is reflective of the socio-economic condition of the LGUs. The males outnumbered the females across sectors except for three groups, which women mostly handle consistent with their traditional roles.

Type of CSOs which participated in CSO Assembly

Most of the CSOs which participated in the CSO Assemblies in the 3 LGUs represent various Farmers Groups, which comprised about one-fourth (25.5%) of the total number of attendees in the 3 LGUs. Coming in as far second are the Cooperatives (15%), followed by the Women and Children groups, sharing about one-tenth of the total number of attendees. The CSOs from the Cooperatives group were composed of a mix of Basic Sector Cooperatives such as farmers and non-basic sector cooperatives such as those for LGU Employees, or Teachers' Multipurpose Cooperatives.

The Transport groups as well as the Faith-based CSOs were also consistently represented in the 3 LGUs. However, there was no CSO representative from the Business sector in any of the LGUs and it was only in Goa where a PWD representative attended. **Table 10** shows the distribution of the 94 CSOs that attended in the 3 LGUs.

The table shows that there were no representatives in Goa in terms of the Health, Nutrition and Day Care Workers, similar to that of last year and unlike that of the 2 other LGUs. Moreover, there were no indicated IP groups that attended, although in Goa, the study team learned from the ASFORDI representative (who is also a chieftain of an IP group) that there are 7 barangays in the LGU with IP groups, which should have been also appropriately represented.

Also, there are a number of attendees which are non-LGU accredited CSOs from the Farmers, Fisherfolks, Women and Children as well as those classified under Others. Across LGUs, Lagonoy had the biggest proportion (33%) of attendees which are not LGU accredited, while Libmanan has the least at 16% of the total number of attendees.

Improvements, however, were noted in terms of more sector representations for FY 2016 relative to that of the previous year (**Table 10.1**). In Goa, the Civic/Peace and Order groups were already represented, while in Lagonoy, the Farmers and Fishermen as well as the East Coastal area representatives attended this year. Out of the 5 sectors that were not represented in Libmanan in FY 2015, namely: Senior Citizens, Professional Groups, PWDs, Civic/Peace and Order groups and Business groups; the first 2 groups were now represented.

Table 10. Number of CSOs that attended the CSO Assembly by sector and accreditation: Goa, Lagonoy & Libmanan, Camarines Sur

Sector	Goa		Lagonoy		Libmanan		Total/sector		
	Accr	Not Accr	Accr	Not Accr	Accr	Not Accr	Accr	Not Accr	Total
1.NGOs	1	1	1	-	-	-	2	1	3 (3.2%)
2.Farmers, Farm Workers, Irrigators	7	1	-	2	12	2	19	5	24 (25.5%)
3. Fisherfolks	-	-	-	1	2	1	2	2	4 (4.3%)
4. PWDs	1	-	-	-	-	-	1	-	1 (1.1%)
5.Senior Citizens/OSCA	1	-	1	-	1	-	3	-	3 (3.2%)
6.Youth	-	-	-	-	1	-	1	-	1 (1.1%)
7.Women & Children	2	1	1	1	4	-	7	2	9 (9.6%)
8.Cooperatives	2	-	2	-	9	1	13	1	14 (14.9%)
9.Transport	2	-	1	-	3	-	6	-	6 (6.4%)
10.Health, Nutrition & Day Care Workers	-	-	1	-	1	1	2	1	3 (3.2%)
11.Other Workers (OFWs, Pottery /Other Small Industry Workers)	-	-	1	-	4	-	5	-	5 (5.3%)
12.Civic/Peace & Order	1	-	2	1	-	-	3	1	4 (4.3%)
13.Faith-based Organizations	1	-	1	1	3	-	5	1	6 (6.4%)
14.Business	-	-	-	-	-	-	-	-	-
15.Professional Organizations	-	-	1	-	1	-	2	-	2 (2.1%)
16.Others (PTA, 4Ps, Solo Parents, Media, COMSCA,etc)	0	2	2	1	1	3	3	6	9 (9.6%)
Total accredited/not accredited CSOs attended	18	5	14	7	42	8	74	20	
Total no. of CSOs attended	23		21		50		94		

Table 10.1. Sectors Not Represented in FY 2015 CSO Assembly, and FY 2016 CSO Assembly Representation by LGU

LGU	FY 2015 Sectors Not Represented	FY 2016 Representation
Goa	-Youth -Health & Day Care Workers -Civic/Peace & Order -Business -Professional Groups	X X ✓ X X
Lagonoy	-Agriculture/Farmers -Fisheries -PWDs -No reps for North Coastal & East coastal areas	✓ ✓ X ✓Reps from East Coastal
Libmanan	-Senior Citizens -Professional Groups -PWDs -Civic/Peace & Order Groups -Business Groups	✓ ✓ X X X

Source of Data for FY 2015: Assessment of BUB Process for FY 2015, PIDS

CSOs that attended by Gender

Most of the CSO organizations were represented by more than one person bringing the total number of participants to 136 (**Table 11**). This was most apparent for the representatives from the Farmers, Cooperatives and Civic/Peace and Order groups. If we look at the gender disaggregation of the actual number of participants, the males still outnumbered the females, sharing about 64% and 36%, respectively. Among the 3 LGUs, Goa had the biggest share of males at 65.4% and Lagonoy with the least at 61.5%. Moreover, the males dominated all sectors except for the Health/Day Care and Other Workers as well as those classified under Others.

Table 11. Attendance of CSO Participants in the CSO Assembly by Sector and Gender: Goa, Lagonoy & Libmanan, Camarines Sur

Sector	Goa			Lagonoy			Libmanan			All LGUs		
	M	F	Tot	M	F	Tot	M	F	Tot	M	F	Tot
NGOs	1	1	2	-	1	1	-	-	-	1	2	3
Farmers, Farm workers, Irrigators	9	1	10	3	-	3	23	2	25	35	3	38
Fisherfolks	-	-	-	2	-	2	2	1	3	4	1	5
PWDs	1	-	1	-	-	-	-	-	-	1	-	1
Senior Citizens & OSCA	-	1	1	1	-	1	1	-	1	2	1*	3
Youth	-	-	-	-	-	-	1	-	1	1	-	1
Women & Children	-	4	4	-	3	3	-	4	4	-	11	11
Cooperatives	1	1	2	2	-	2	8	5	13	11	6	17
Transport	2	-	2	1	-	1	3	-	3	6	-	6
Health, Nut. & Day Care Workers	-	-	-	-	2	2	2	3	5	2	5	7
Other Workers(OFW, pottery workers)	-	-	-	-	2	2	2	2	4	2	4	6
Civic/Peace &Order	1	-	1	9	1	10	-	-	-	10	1	11
Faith-based Orgs.	1	-	1	4	-	4	2	2	4	7	2	9
Business	-	-	-	-	-	-	-	-	-	-	-	-
Professional Orgs.	-	-	-	1	-	1	-	1	1	1	1	2
Others (PTA, 4Ps, Solo Parents)	1	1	2	1	6	7	2	5	7	4	12	16
All Sectors-Total	17	9	26	24	15	39	46	25	71	87	49	136
% Share of Males	65.4			61.5			64.8			64.0		

3.2. Conduct of Poverty Situation Analysis

Poverty situation analysis in the 3 LGUs relied basically on their respective CBMS data, which were not yet updated. While the 2 LGUs under the Regular BUB modality conducted the Problem-Solution Finding (PSF) workshop by sector groups, the Enhanced BUB LGU of Libmanan had its CSOs and BDC Vice-Chairs grouped based on counting 1 to 5. Differences

in the resulting outputs from the workshops were noted, relative to their compliance with the provisions of Sections 6.2.5.

Type of Data Presented During The CSO Assembly:

Section 6.2.5 of the JMC Number 5 stipulates that “the assembly shall review, validate and analyze social and economic data of the city/municipality and propose solutions to its concerns and problems. The City/Municipal Planning and Development Coordinators (C/MPDC), with the Local Finance Committee (LFC) and other department heads of the LGU, will provide technical assistance to the CSO Assembly in doing the local poverty situation analysis.”

In this regard, the 3 LGUs basically used their respective CBMS results, although quite outdated already, since the data refer to 2008 (for Libmanan), and 2011 (for Goa and Lagonoy). In Lagonoy, the CBMS 13+1 indicators was supplemented with information from the Local Governments Performance Monitoring System (LGPMS) by the MLGOO. No sectoral data were presented by the department heads in the 3 LGUs to augment the presentations. It was good to note though that in Lagonoy, the various department heads like the MPDC, MSWDO, MAO and the Municipal Accountant (who was also representing a CSO), were around during the assembly to clarify issues/concerns within their sectors. This was not observed keenly in the other LGUs. The study team learned during the KII with the LFC in Goa, that they were not invited to the CSO Assembly, and the MSWDO presented the CBMS data verbally, since the MPDC was on sick leave at that time. In Libmanan, the CBMS data, as presented by the MPDC, was not clearly understood by the CSOs, and there was no presentation on the results of the latest Participatory Situation Analysis (PSA) in the KC barangays.

During the KIIs/FGDs, most of the respondents in all the LGUs indicated the need to update the CBMS; to expand the CBMS to consider disaster-related indicators (from an LGU official in Lagonoy), and likewise the need for the LGU to allocate funds for the regular updating of the CBMS. However, the Mayor in Goa, does not see the urgency of updating the CBMS yet, which is different from the views and proposal of the MPDC and the CSO Co-Chair of LPRAT, since he believes that socioeconomic data on households would not change significantly over a 3 year period. In Libmanan, the 2008 data could have been supplemented by the barangays’ Participatory Situation Analysis (PSA) being done for the KC cycles.

When asked about the kind of data that they brought with them for the CSO Assembly workshop, the CSOs said that they just relied on their observations/experiences. The BHWs and Day Care Workers, however, who were not able to attend the assembly, mentioned about the data that they collect from the barangays such as the number of malnourished children. The interviewed Barangay Captains also mentioned about the Registry of Barangay Inhabitants, which they submit to the DILG/LGU.

Problem/Issues Identification and Strategy/Solution/ Project Identification and Prioritization Process

Some variations were observed in terms of the LGUs' manner of conducting the workshops as well as in the outputs generated. While the two LGUs under the Regular BUB Modality (Goa and Lagonoy), which were handled by the same CM, came up with a set of problems /issues with corresponding solutions/strategies/projects, the KC LGU of Libmanan, which had another CM, and faced with a much larger number of participants relative to the two LGUs, just generated a set of priority problems/issues.

The problem/issue identification workshops basically took off from the CBMS presentations by the MSWDO in Goa and by the respective MPDCs in Lagonoy and Libmanan. The MPDC's detailed presentation of the CBMS 13+1 indicators using powerpoint in Lagonoy could have been more useful and understandable to the participants compared to the verbalized way of imparting the CBMS by the MSWDO in Goa.

In terms of workshop groupings, Goa and Lagonoy had three sector groups each while in Libmanan, the five workshop groups were formed by the participants' mere counting of 1 to 5 and disregarded the sector classification of the CSOs. The grouping in Libmanan was deemed appropriate considering the presence of the BDC Vice-Chairs in the assembly, which are non-sector based.

After the CMs' presentation/discussion of the Problem-Solution Finding (PSF) Matrix, the participants were then asked to identify the causes and effects of the priority problems/issues based on the CBMS presentations, and additional concerns within their sectors, as needed. Metacards were used to indicate the problems as well as their causes and effects, and placed on Manila papers per group. While participants in Goa and Lagonoy were also tasked to come up with proposed solutions/strategies or projects to the identified problems, those in Libmanan just generated the top 5 issues which when addressed would contribute most to poverty reduction, through the raising of hands 5 times. According to the CM and MLGOO of Libmanan, this will enable the participants to focus more on the issues and besides, they still have the LPRAP workshop where other problems/issues will be identified by the LGU LPRAT members, after which solutions/strategies will be identified.

Moreover, while a plenary session was held in Lagonoy where each of the groups reported on their outputs, this was not done anymore in Goa and in Libmanan. Nevertheless, review and validation of the groups' outputs were done by the CMs, together with the participants, in the 3 LGUs.

Table 12 shows the consolidated outputs from the 3 LGUs. There were variations in terms of the produced outputs, from a set of unprioritized list of problems/issues with corresponding solutions/strategies (for Goa), to a set of prioritized list of problems /issues with solutions/strategies (for Lagonoy), and for Libmanan, the biggest LGU, the CSOs came out with relatively the "least output", which is purely a set of prioritized problems/issues, without

the corresponding proposed solutions/strategies. The CMs and the MLGOOs had their own reasons for these variations. However, Section 6.2.5 of JMC 5 states that aside from the review, validation and analysis of socioeconomic data, the assembly shall also propose solutions to the identified concerns and problems.

Table 12. List of Consolidated or Prioritized Problems/Issues and Proposed Solutions/Strategies or Projects in the Three LGUs: Goa, Lagonoy & Libmanan, Camarines Sur

Goa	Lagonoy	Libmanan
<p>Poverty Issues/Concerns - Education (child labor; lack of school buildings, textbooks & educators) -Nutrition (malnutrition) -Health (lack of medicines) -Unemployment -Agriculture (rough roads; low selling price of agri-products)</p>	<p>Prioritized Poverty Issues -Poor road condition -Lack of irrigation system -Illegal fishing -School drop-outs -Unemployment -Low income -High cost of labor -High cost of inputs (fertilizers/pesticides)</p>	<p>Prioritized/Top 5 Problems (based on number of votes) 1. Lack of employment 2. Corruption 3. Lack of Irrigation 4. Lack of FMRs 5. Lack of potable water</p>
<p>Strategies to Address the Issues <i>-Education :</i> Provide livelihood projects; Tech/voc training in coord. with TESDA; Non-formal education; ALS; Scholarship programs; Procurement of textbooks; Construction of school buildings; Hire additional teachers <i>-Nutrition :</i> Provide livelihood projects; Supplemental feeding; Employment <i>-Health :</i> Procurement of more medicines <i>-Unemployment</i> Livelihood projects; Tech/voc training in coord with TESDA; Non-Formal education; ALS <i>-Agriculture</i> Core local roads; Provision of centralized food terminal; subsidized govt. price on agri-products; Establishment of food processing plant</p>	<p>Proposed Strategies/Projects -Concreting and rehab of roads -Procurement of water pumps -Action of LGU; Enforcement of laws; Provision of sustainable/alternative livelihood program for fisherfolks; Provision of fishing gears and artificial reefs -Construction of Brgy. High School; Scholarships -Seminars/education/skills training (ALS) -Education; Moral recovery; Skills training; Values formation -LGU acquisition of farm equipment -Organic Farming</p>	<p>Other problems/issues: 6. Palay price monopoly 7. Lack of livelihood opportunities 8. Lack of education 9. No permanent work 10. Illegal fishing 11. Need of farming facilities 12. Political intervention 13. Poor governance 14. Local political dynasty 15. Municipal waters/boundary issues 16. Lack of housing</p>

Relative to the FY 2015 CSO Assembly outputs, the list of 16 proposed strategies/projects by Goa CSOs then were prioritized in an inter-sectoral manner. On the other hand, the FY 2016 output which was by sector concern along the top 5 CBMS issues was not prioritized. For Lagonoy, the CSOs proposed a list of 9 projects for FY 2015 to address their priority issues arising mostly from the 2011 CBMS. The major shifts in the type of proposed projects from FY 2015 to FY 2016 are: a.) from road openings/pathways to road construction/rehabilitation; b.) from irrigation facility to water pumps for farmlands; c.) from post-harvest facility and farm inputs/implements to the LGU's acquisition of farm equipment and organic farming and d.) the inclusion of alternative livelihood for fishermen and provision of fishing gears/equipments.

During the KIIs/FGDs, some comments were elicited on the manner by which the workshops were done. In Goa, for instance, the MLGOO indicated that the prioritization of problems and solutions/projects should be done, since the assembly is sort of a rehearsal for the 2nd stage, which is the LPRAT workshop. In Lagonoy, the MPDC said that the workshop was "sabog" or lacked focus, as there were many solutions/projects proposed but the main question of whether these proposed projects are the best to address poverty was not answered in the workshop. In Libmanan, the CM and MLGOO said that the real venue for coming out with the proposed solutions/projects is the LPRAT workshop, where both the LGU officials' and CSO representatives' perspectives/agenda meet to discuss the final output — the LPRAP.

Based on the Satisfaction Survey results, most of the CSOs in Goa (52.4%) said that they were satisfied with the problem/solution identification workshop, although there was one who indicated that he was neither satisfied nor unsatisfied. In Lagonoy and Libmanan, although most of the CSOs indicated in the survey form that they were satisfied or very satisfied, some indicated the following comments: insufficient time to discuss; poor quality of facilitation; dominated by some people; and insufficient guidance. These could be taken positively as areas for improvement in future BUB workshops.

3.3. Extent of CSO Participation in the CSO Assembly

Based on the study team's observations in the three LGUs on the conduct of the CSO Assembly, it could be said that the CSOs were generally active during the workshop. Between the 2 LGUs under the Regular BUB modality, there were more CSOs participating during the plenary discussions in Lagonoy compared to that in Goa. In the workshop group discussions, however, almost all the CSOs actively participated except for the 4Ps representatives in both LGUs, and the transport group representatives in Goa. In Libmanan, which is under the Enhanced BUB modality, the CSOs were more participative compared to the BDC Vice-Chairs. Among the BDC Vice-Chairs, those who are volunteers were more active than those designated by the Barangay Captains. The Municipal KC Coordinator estimated that about 10 percent or 7-8 out of the total 75 barangays have BDC-Vice Chairs who were appointed by the BCs.

Table 13 gives a snapshot on the type of CSOs that were identified by the LGU officials and CSOs as more active during the assembly. It could be noted that the farmers' groups in all the LGUs appeared as participative/active, as shown by the Organic Vegetable Farmers Association (OVFA) representative in Goa, by the Farmers Irrigators Association representative in Lagonoy, and the Pulantona Planters Cooperative and the Patag Organic Farmers Association representatives in Libmanan.

Table 13. Observations on Active CSOs and Cited Reasons for Differences in Level of Activeness in the CSO Assembly: Goa, Lagonoy & Libmanan, Camarines Sur

GOA	LAGONROY	LIBMANAN
<p>More Active CSOs -LAGOSANWASA (also the Mun. Agriculturist) -Goa Mun. Employees Coop.(GMEC) (also the Senior Citizens' rep) -Goa Peasants for Agrarian Reform & Rural Sustainable Dev. (GOPARRDS) -Kapatiran ng May Kapansanan sa Goa, Inc.(PWDs) -Organic Veg. Farmers Assoc.(OVFA) -Goa Agri-Producers & Processors Assoc.(GAPPA)</p>	<p>More Active CSOs -Vision Translators of Tomorrow (VTTI) -Farmers Irrigators Assoc. (FIA)/Fisherfolks -Lagonoy Soft Broom Makers Assoc. (LASOMA)/Womens Groups -Kooperatiba para sa Kaunlaran sa Lagonoy (KKL) -Burabod Elem. School Alumni Assoc. (BESAA) -Senior Citizens/OSCA -Partido Glorious Christian Assoc. Inc.(PAGCAIN) -Nat'l Auxiliary Churches of the Phil. (NACPHIL)</p>	<p>More Active CSOs -Caritas Diocese of Libmanan -Pulantona Planters Cooperative -Patag Organic Farmers Association -Libmanan Vegetable Growers' Association -Rural Agricultural Agrarian Cooperative -Libmanan Local Council of Women -KALIPI (women) -Matanglawin Fisherfolks Association -Small Coconut Farmers' Association</p>
<p>Reasons cited for differences -farmers/cooperative groups are more "sanay" -new ones are not so active, e.g., jeepney transport group -depends on CSO leader & orientation (professionals group more active) -some were not empowered</p>	<p>Reasons cited for differences -accredited CSOs are more active -depends on facilitator -depends on attitude of people; some are indifferent, "wala lang" -well-respected CSOs have leverage over other groups -some CSOs were silent due to lack of education or unfamiliarity with topic -active ones were formerly involved in local politics</p>	<p>Reasons cited for differences -those active want to get recognized/elected and get projects -active CSOs want to dramatize community needs & interests -active CSOs have been exposed to development issues -some had difficulty to express ideas; some did not understand the issue -depends on ability of CM to facilitate & encourage participation</p>

It can be noted that CSOs in Lagonoy and in Libmanan cited the ability of the CM/facilitator to make everybody active in the discussions. Moreover, unfamiliarity with the subject matter due to lack of orientation/information was also cited in both LGUs.

3.4. Selection of CSO Representatives to LPRAT and CSO Co-Chair and CSO Signatories of LPRAP

Most of the selected CSO representatives in the LGUs were also members of the LPRATs in the FY 2015 BUB. Moreover, a number of the selected representatives were former LGU officials or employees.

The two LGUs under the Regular BUB Modality had more or less the same manner of selection of CSO representatives to LPRAT which was by sector/group. Although in Lagonoy, some of the selected representatives were nominated or designated by LGU officials such as the Municipal Accountant, but nonetheless agreed upon by the other CSOs. Per the KII with the MLGOO, he said that the new CSOs mostly nominated the “old” CSOs, thus leading to the election of a number of representatives who were the same CSO representatives for the FY 2015 BUB. It should also be noted that in these 2 LGUs, the selection of CSO representatives was conducted after the Poverty Situation Analysis/Project Identification and Solution/Strategy Formulation workshop. Being the last part of the program, most of the CSOs, particularly those from farther areas, were already rushing to go back home due to transportation problems. The reason indicated by the CM for the 2 LGUs, who was the same person, was to ensure the attendance/presence of the CSOs for the workshops, which were done earlier. Moreover, he cited that if the selection of CSO representatives came earlier, the tendency is for those not elected to already leave the assembly, without participating anymore in the workshop on the PSF.

In Libmanan, which is under the Enhanced BUB Modality, the nominated CSOs were mostly from the Farmers groups (8 out of the 16 nominees), resulting to the election of 3 Farmers groups representatives out of the 5 CSO representatives to be elected as required by the JMC 5. There was a suggestion that the selection be done by sector to avoid the domination of farmers and this was relayed by the CM to the body, but there was no motion from the body.

As earlier mentioned, most of the selected CSO representatives in the LGUs were also members of the LPRATs in the FY 2015 BUB. In Goa, 5 out of the 9 CSO reps were the same LPRAT members for FY 2015 (4Ps, PWDs, GMEC, GOTODA, PAGCAIN). In Lagonoy, the co-chair is still the rep from the Senior Citizens group while the VTTI rep remains one of the signatories and a member of the MDC. The LPRAT members in Libmanan were almost similar to those of the FY2015 where 3 CSO reps were from the farmers’ group and 1 from the women’s group. The transport group, however, was replaced by CDL. Three of the five CSO reps are also members of the MDC.

A mixture of positive as well as negative comments on the selection process and outcome were raised by the respondents during the KIIs/FGDs. In Goa, the GOPARRDS

representative indicated his dissatisfaction due to the provision in the JMC Number 5 disqualifying Municipal government employees like him to be elected as CSO representative to LPRAT. Another CSO mentioned about the IPs non-representation in the assembly despite the fact that 7 out of the 34 barangays in Goa have IPs.

Table 14. Selection of CSO/BDC Representatives to the LPRAT and the CSO Signatories for the LPRAP in Goa, Lagonoy & Libmanan, Camarines Sur

GOA	LAGONROY	LIBMANAN
Sequence in the Program -Last part	-Last part	-Before the Problem ID workshop
Manner of selection: CSO reps -CSOs grouped into 9 sectors: Farmers/fisherfolks; PWDs; Senior Citizens; Transport/Rescue; 4Ps/Day Care Workers; NGOs; Coops.; Faith-based orgs. & Women -each group selected its own rep.; if only 1 CSO in a sector, he automatically becomes the rep. unless he is not qualified per JMC 5	Manner of selection: CSO reps -CM asked CSOs to raise their hands by sector to check on their groups; then asked them to nominate/select their reps.; however, some LGU officials suggested/designated names, which were carried upon by the body -the 12 sector/groups were: Farmers; Fisherfolks; Women & Children; Coops & NGOs; Faith-based orgs.; Civic Groups; Victims of Disasters/calamities; OFWs; Health; Transport; Senior Citizens; 4Ps	Manner of selection: CSO reps -Selection of CSO reps. done separately from BDC Vice-chairs - CSO pax nominated 16 CSOs (10 were from agri sector; others from women; youth; faith-based; PWDS; water & sanitation) -the 5 CSO reps. selected by secret voting, then announced by the CM while MLGOO encoded/flushed on the board BDC Vice-Chair Reps -8 nominated out of 39 BDC VCs; each one introduced him/herself, then voting thru secret balloting; CM read the votes while MLGOO encoded/flushed on the board
Elected Representatives -Co-Chair Senior Citizens/GMEC Rep -Other signatories ASFORMDI rep (elected by the 9 CSO reps thru raising of hands)) 4Ps (automatic)	Senior Citizens Rep VTTI Rep (elected thru raising of hands by 12 CSO reps) 4Ps (automatic)	Caritas Diocese of Libmanan Rep CSO: Pulantona Planters Coop BDC Vice-Chair : Bgy Patag

-Other Elected Reps		Other CSO Reps
Women's rep	LAVEFMA	-Rural Agric. Agrarian Coop
Payatan Organic Farmers Assoc.	SSF	-Patag Organic Farmers Coop
Kapatiran ng mga may Kapansanan (PWDs)	LASOMA	-Libmanan Local Council of Women
Goa Tricycle Drivers & Operators Assoc. (GOTODA)	PAGCAIN	Other BDC VC Reps
PAGCAIN	AGILA	- Bgy Busak
Maymatan Farmers MPC	KAG	- Bgy Bahay
	LOFWA	- Bgy Planza
	LEBTODA	- Bgy Inalahan
	BHWs	

In Lagonoy, an LGU official indicated that the selection of CSO representatives was quickly done and suggested that the election should have been done by the whole body instead of limiting this by sector. Some CSO respondents on the other hand, voiced out that only the LGU-accredited CSOs should be elected as CSO representatives and that the 4Ps representative should not be considered as an automatic CSO representative and signatory to the LPRAT.

While some CSO respondents in Libmanan raised that the election was not politically motivated, as shown by the election of the church-based group CDL as co-chair, others had the opinion that those who got elected have ties with the LGU and that the basis is “whom you know” rather than merits. Moreover, some CSOs said that the popular ones came out and farmers dominated, to the exclusion of other sectors.

It could be noted that most of the comments gathered are areas for further improvement in the next round of BUB, such as whether selection of CSO reps should be by sector or not; or the reps should be elected by the whole assembly and not by group; whether only the accredited CSOs be the ones elected as reps and likewise the need to consider the IPs group as needed.

4. Conduct of LPRAT Orientation

In line with Section 10.7.2 of JMC Number 5, the DILG-Provincial Office in Camarines Sur, in coordination with the DILG Region V, conducted the LPRAT Orientation for the LGUs of the province in three batches, from November 24 to 27, 2014 at the Villa Caceres in Naga City. Libmanan representatives were included in the 1st batch for Enhanced GPB/BUB LGUs, while Goa and Lagonoy representatives were part of the 3rd batch (3rd and 4th districts under the Regular GPB Modality). Invited representatives from each LGU were 10 LPRAT representatives, with 5 from the LGU officials and 5 from the CSOs (including BDC Vice-Chairs).

4.1. Attendance of LPRAT Representatives from the 3 LGUs

Among the 3 study sites, Goa had the largest number of representatives (9), followed by Lagonoy with 7 representatives and Libmanan with 6 representatives. The Mayor of Libmanan was the sole Mayor who attended from the 3 LGUs, although she just attended the morning session of the first day. The only SB member who attended was from Goa. The CSO Co-Chair of the LPRAT for Libmanan was not able to attend, unlike that of Goa and Lagonoy. **Table 15** presents specific attendees from the 3 LGUs.

The first day of the two-day session per batch was devoted to presentations/discussions on the JMC 5 highlights/changes from JMC 4; individual agency reporting of GPB status of projects for FYs 2013 and 2014, list of approved 2015 LPRAP projects and the FY 2016 Menu of Programs/projects and a short Open Forum.

Table 15. LPRAT members' attendance to the Provincial LPRAT Orientation, Camarines Sur

Goa	Lagonoy	Libmanan
LGU (5) <ul style="list-style-type: none"> ➤ MLGOO ➤ MBO ➤ SB Chair of Appropriations Committee ➤ Rep from Mayor's Office ➤ Rep from Assessor's Office 	LGU (5) <ul style="list-style-type: none"> ➤ MLGOO ➤ MPDC Staff ➤ MBO ➤ Mun. Administrator ➤ Mun. Accountant 	LGU (3) <ul style="list-style-type: none"> ➤ Mayor ➤ MLGOO ➤ MPDC
CSO (4) <ul style="list-style-type: none"> ➤ CSO Co-Chair ➤ Rep from Womens Group ➤ ASFORDMI ➤ GOPARRDS 	CSO (2) <ul style="list-style-type: none"> ➤ CSO Co-Chair ➤ 4Ps Parent Leader 	CSO (3) <ul style="list-style-type: none"> ➤ BDC Vice Chairs (2) ➤ CSO representative (1)

The second day was focused on the processes to be followed for the LPRAP workshops, which included the possible sources of local poverty data; prioritization of problems/issues; prioritization of projects; preparation of project briefs; preparation of the LPRAP; submission of documentary requirements to the RPRAT and a panel discussion with the agencies.

Since the two-day sessions for each batch was a live out activity, it was observed that attendance during the 2nd day was lower. The study team learned from the secretariat that the allotted budget per participant was only Php500 per day.

4.2. Major Comments/Observations on the LPRAT Orientation

Some of the major observations from the study team, as well as significant comments/issues raised by the participants are described in the following sections covering the program flow,

resource persons, specific line agency concerns, the JMC Number 5 provisions and other BUB matters. Redundancy of topics discussed during the CSO Assembly was noted, while specific line agency concerns mostly pertain to DENR projects.

4.2.1. On the Program Flow

The targeted 15-minute time allocation for each of the 16 line agency presentations was not adhered to, some resource persons consumed 45 minutes to an hour, thus leaving little time for the open forum. Considering the presence of key actors in the LGUs, such as the Mayors, more time should have been allotted for the Question and Answer portion. As one of the MLGOOs said during the KIIs, most of the line agency presentations, which were basically read by the presenters, should have been given instead as hand-outs for the participants to read and for them to just raise their issues on these to save time.

Since the presentations on the provisions of JMC Number 5 and the BUB objectives have been done during the CSO Assemblies, the time allotted for this would have been minimized. As one MLGOO also suggested during the KIIs, more time should have been allotted for the participants to clarify hanging issues/concerns on the guidelines.

4.2.2. On the Resource Persons from the Line Agencies

The resource persons are expected to be knowledgeable on the BUB status of their agency projects. However, it was noted that one resource person from DSWD, who was actually from another province (Sorsogon), was not able to respond to some questions since she was not aware of the projects' status in the province. The resource person from DepEd, instead of convincing the participants on the importance of their agency projects, acted more like he was discouraging the LGUs from availing of such projects. During the KIIs, one MLGOO said that this should not have been the case, "dapat hindi maling sumagot, hindi lang nambobola , at walang laman ang sinasabi."

4.2.3. On the Specific Line Agency Concerns

On the DOH HFEP projects, a lot of the participants were confused as to whether the funds that came down to the LGUs were from BUB or from regular funds. Most of them were not also aware of the existing arrangement of DOH with DPWH on the implementation of HFEP projects. Other issues raised were on the needed assessments on the availability of lot and manpower for the HFEP projects, as well as the inappropriate utilization of constructed BHCs e.g. used merely as storage for charcoal.

For DENR, issues raised by the participants were mostly in terms of the agency's lack of coordination/lack of information provided to LGUs before the contractors start the projects (e.g. Mayor of Garchitorena raised this); non-accredited CSOs being tapped by DENR as partners in the implementation of projects; and lack of adequate information on the projects downloaded by the agency resulting to wastage of resources e.g. rotten seedlings not planted.

In terms of TESDA, the participants were surprised to learn that there was zero utilization rate of BUB funds in LGUs, due to the requirement that the LGUs should have a registered training program before TESDA funds are downloaded. Moreover, there was delayed implementation of 2014 projects due to the agency's preparation of its internal rules and regulations. This indicates the need to communicate properly to the LGUs their agency requirements as well as the constraints on the release of funds.

For DILG, the issue on the lower standard of core local roads to that of DPWH standards was raised, together with the need to include in the design of evacuation centers, the complete facilities.

Issues raised to NCIP were on the type of assistance that they can provide along livelihood for IPs and on the quality of participation expected from IPs since most of them were known to be the "warriors" type before.

4.2.4. On the JMC 5 Provisions and Other BUB Matters

There is a need to further clarify the role of the Sangguniang Bayan in terms of their review and endorsement of LPRAPs as contained in Section 10.4.2 of JMC 5. Some asked if this role is just ministerial or do they really have the teeth for endorsing or not endorsing the LPRAPs. The Resource Person from DILG-CO emphasized that the SB's role is not just ministerial, and therefore there is a need for the LPRATs to fully explain/discuss the LPRAP to them.

In relation to Section 8.9 of the JMC 5, on the type of projects that can be funded out of the LGU counterpart and its consistency with DILG-DBM Joint memo Circular 2011-1 dated April 13, 2011 pertaining to the utilization of the IRA for development projects, some LGUs raised that most social development projects, such as those in the DSWD menu, could not be funded from this. Thus, there is a need for DILG and DBM to clarify the matter.

It was also raised that the activities under the KC/NCDDP and the BUB are unsynchronized, as some of the LGUs under the Enhanced GPB modality are yet to complete their KC activities, like Libmanan. In this regard, the intended complementation between BUB projects and KC/NCDDP projects may not be realized.

5. LPRAP Workshop: Identification and Prioritization of BUB projects

5.1. Attendance to LPRAP Workshop

Lack of time to notify LPRAT about schedule - Section 6.3.1 of JMC 5 states that "the LGU shall send LPRAP Workshop invitation to the LPRAT members at least two weeks before the scheduled workshop". The dates of the LPRAP Workshop (December 2 for Goa and Lagonoy and December 5 for Libmanan) were only decided by the LGUs during the region-wide LPRAT Orientation in Naga City last November 26 to 27, 2014. Hence, there was little

time to notify the LPRAT members although Goa claimed that they provided an advance notice to the LPRAT members. The conduct of the LPRAP Workshop in Libmanan has to be rescheduled several times because of Typhoon Ruby. From the initial December 5 schedule, the LPRAP workshop in Libmanan was finally held on December 10, 2014.

Attendance of CSOs/BDC-VCs and LGU representatives - In terms of CSO/BDC-VC attendance to the LPRAP workshop, Libmanan (10/10) and Lagonoy (10/12) fared well compared with Goa where only 5 out the 9 LPRAT-CSO reps attended (**Table 16**). The MLGOO of Goa revealed, during the KII, his frustration over the dismal attendance of LPRAT-CSO reps. The reason gathered for not attending was “having another commitment”. It can be deduced later on that frustrating experience in the past LPRAP workshop could have been the reason for the poor attendance. It may be recalled that the identification and selection of sub-projects for the LPRAP FY 2015 was dominated by the Municipal Mayor and the same thing happened for the LPRAP FY 2016 where priority projects identified by the CSOs during the workshop were not carried and included to give way to the priority project presented by the Mayor. In contrast, Libmanan had perfect attendance of the LPRAT members. It was noted that there were also 2 CSOs who are non-LPRAT members who participated in the LPRAP workshop. Moreover, one LPRAT-CSO member (Patag Organic Farmers Organization) was joined by the Barangay Chair in Patag, where the CSO is engaged. In spite of being told by other CSOs that he is not a member of the LPRAT and should not be there, the Barangay Chair stayed and pushed his agenda through the Patag Organic Farmers Org rep (note: a road project for Barangay Patag was later on included in the LPRAT).

There were more LGU reps than CSO reps who participated in Goa. Table 16 shows that in Lagonoy, 3 LGU non-LPRAT members also participated (ABC President, Municipal Engineer and Municipal Accountant) bringing more LGU personnel than CSO reps participating in the workshop. In Libmanan, there were more CSOs (10) than the LGU reps present. The Municipal KC Area Coordinator, though not a member of the LPRAT, also attended the workshop. The Mayors of Goa and Libmanan showed up in the workshop while the Mayor of Lagonoy did not attend but was represented by the Municipal Administrator. The Community Mobilizers also attended to observe except in Lagonoy where the MLGOO requested the CM to serve as Facilitator.

In Libmanan, all the 5 BDC Vice-chairs elected to the LPRAT participated in the workshop. Compared with the previous year’s LPRAP workshop, the conduct of the FY 2016 LPRAP workshop in this LGU was more organized and orderly. The previous BUB report described the FY2015 LPRAP workshop in Libmanan as “chaotic” because instead them of convening only the LPRAT, the entire Enhanced LDC (eLDC) was invited covering around 200 participants composed of more than 60 barangay heads and their BDC Vice-Chairs, about 10 CSO reps and KC volunteers and reps. Learning from the past experience and complying with Section 7.3 of JMC No. 5, only the LPRAT which serves as the TWG of the eLDC, was invited this time to the FY 2016 LPRAP workshop.

Table 16. Attendance of LPRAT in LPRAP Workshop: Goa, Lagonoy & Libmanan, Camarines Sur

	Goa	Lagonoy	Libmanan
Date of Workshop	December 2, 2014	December 2, 2014	December 10, 2014
No. of LPRAT CSO reps No. attended	9 5	12 10	5 5 (1 CSO joined by 1 uninvited Bgy Chair)
Non-LPRAT CSOs who attended	-	-	2
No. of BDC Vice-Chairs No. attended	Not applicable	Not applicable	5 elected reps 5
No. of LPRAT LGU reps No. attended	9 7 (Mayor, MPDC, MLGOO, Mun. Engr., MSWDO, Mun. Agriculturist, MBO)	12 8 (Mun. Administrator, MPDC, MLGOO, MBO, Mun. Agri, MSWDO, DepEd, RHU rep)	10 7 (Mayor, MPDC, MLGOO, Mun. Agri, MHO, District ALS Coordinator, Mun. Engr)
Non-LPRAT LGU reps	-	3 non-members (ABC President, Mun. Engr., & Mun. Accountant)	1 non-member (Mun. KC Area Coordinator)
Community Mobilizer	1 (observer)	1 (requested by MLGOO to be the facilitator)	1 (observer)

Sources: i) Municipal Executive Orders on Reorganizing the LPRAT for FY2016 BUB Planning; and ii) LPRAP Workshop Attendance Sheets

5.2. Validation of Poverty Situation and Review of CSO Assembly Outputs

Table 17 summarizes the processes of validating poverty analysis and reviewing the CSO Assembly outputs to come up with identified and prioritized strategies and projects during the LPRAP workshop.

Table 17. Summary of Identification and Prioritization Processes in the FY 2016 LPRAP Workshop in Goa, Lagonoy & Libmanan, Camarines Sur

	Goa	Lagonoy	Libmanan
Facilitator/Resource Persons	MLGOO; LPRAT CSO Co-Chair	MLGOO; CM; MPDC	MLGOO; MPDC
CSO Assembly output	List of poverty issues and strategies (Table 12)	List of prioritized issues & proposed projects (Table 12)	List of priority issues (no strategies) ranked from 1-16 based on number of votes (Table 12)
Presentations prior to the workshop proper	<ul style="list-style-type: none"> ➤ JMC 5 on the conduct of LPRAP w/s ➤ Update on the status of projects ➤ Required documents to be submitted to RPRAT ➤ 2011 CBMS ➤ LPRAP Forms 1-4 <p>(Note: CSO Assembly outputs: 7 issues & 16 projects identified were not presented)</p>	<ul style="list-style-type: none"> ➤ JMC 5 on the conduct of LPRAP w/s ➤ LPRAP Forms 1-4 ➤ Required documents to be submitted to RPRAT ➤ 2012 CBMS ➤ CSO Assembly outputs: 8 issues & more than 15 proposed projects 	<ul style="list-style-type: none"> ➤ JMC 5 on the conduct of LPRAP w/s ➤ LPRAP Forms 1, 2 & 3 ➤ Required documents to be submitted to RPRAT ➤ 2008 CBMS ➤ 2016 indicative projects from 2015-2017 rolling BUB plan ➤ CSO Assembly outputs: 16 prioritized issues
Workshop proper Identification of poverty issues/review of CSO Assembly outputs	<ul style="list-style-type: none"> ➤ No review of CSO Assembly outputs, because not presented 	<ul style="list-style-type: none"> ➤ Pax divided into 5 groups; balance of CSO & LGU reps per group ➤ Did not work on LPRAP Form 1 as this was done in CSO Assembly ➤ Group discussion to accomplish LPRAP Form 2 even if done already in CSO Assembly; used 5 major issues based on CBMS data to validate CSO Assembly output on prioritized issues; ➤ LGU reps as resource persons; CSOs given chance in group discussion & to report group outputs during plenary 	<ul style="list-style-type: none"> ➤ Pax divided into 2 groups; balance of CSO, BDC-VC & LGU reps per group ➤ Group discussion to review CSO Assembly output; lumped/clustered the 16 issues to 5 major issues ➤ Prioritized (by voting) 5 issues using LPRAP Form 1 based on relevance, urgency, magnitude, importance and doability. ➤ CSOs led discussion; LGU reps as resource persons; LGU reps advised to have minimal participation & not to talk much

Identification of projects	<ul style="list-style-type: none"> ➤ No groupings just plenary discussion ➤ CSO reps suggested 2 projects not listed in CSO Assembly output; CSO co-chair & LGU rep suggested 2 projects listed in CSO Assembly output ➤ Mayor suggested earlier Salintubig project not listed in CSO Assembly output ➤ LPRAT CSO co-chair led discussion ➤ Identified 5 projects 	<ul style="list-style-type: none"> ➤ Plenary discussion ➤ Pax compared list of projects identified in CSO Assembly with the list of projects culled out from just accomplished LPRAP Form 2; ➤ Identified 15 projects 	<ul style="list-style-type: none"> ➤ Pax used same groupings ➤ Group discussion to analyze issues & accomplish LPRAP Form 2 using the ff references: rolling 2015-2017 plan, FY2015 LPRAP, priority issues identified in previous exercise, & NGA menu of projects ➤ Identified 13 projects
Prioritize identified projects	<ul style="list-style-type: none"> ➤ Plenary discussion ➤ Ranking of projects (by voting) considering implicitly the level of urgency indicators (LPRAP Form 3) ➤ Prioritized 5 projects 	<ul style="list-style-type: none"> ➤ Plenary discussion ➤ Delisting of some projects considering: list in menu of projects, performance of BUB sub-projects, AIP; ➤ LPRAP Form 3 not used in prioritizing/ranking; ➤ Prioritized 8 projects by consensus 	<ul style="list-style-type: none"> ➤ Pax used same groupings ➤ Delisting of some projects ➤ Ranking of projects (by voting) based on level of urgency indicators (LPRAP Form 3) ➤ Prioritized 7 projects
Role of the Mayor	The Mayor gave status of implementation of BUB Salintubig project & suggested its inclusion in FY2016 LPRAP to cover remaining bgys, but left before project ID & prioritization (later on, water supply was the only project listed in 2016 LPRAP)	The Mayor did not attend the LPRAP workshop but sent the Municipal Administrator to deliver message.	The Mayor did not impose any project; gave a short message, listened to discussion in one group & commented on rolling BUB plan, that DOH programs against TB & Rabies may just be funded by the LGU & not BUB;

Facilitators and Resource Persons - The MLGOO served as the main facilitator in the LPRAP Workshop in all three sample sites. From the KIIs, it was gathered that CMs were expected to attend as observers only, although in Lagonoy, the MLGOO requested the CM to assist in facilitating the sessions. Section 6.3.5 of JMC Number 5, provides that “the C/MPDC, with the assistance of the Local Finance Committee (LFC) and other department heads of the LGU, shall present the poverty situation of the city/municipality for validation of the LPRAT”. Compliant with this JMC provision, the MPDCs in Lagonoy and Libmanan presented the LGU poverty situation for validation of the LPRAT. In Goa, instead of the MPDC, the LPRAT CSO Co-chair did the poverty presentation, though the MPDC was in his office at that time. It may be recalled that the MPDC in Goa was also absent during the CSO Assembly and it was the MSWDO who presented the poverty situation in the assembly.

Compared with the previous year's LPRAP workshop where the Local Facilitator (LF) was only present in Libmanan, the CMs were more visible and provided more technical support (as presenters and facilitators) to the all the 3 LGUs for FY2016 BUB planning. This is because of the increase in CM recruits. Also, the MLGOOs had more roles slowly taking over as the lead in the BUB. One MPDC said she was now more relaxed in attending the LPRAP workshop because the MLGOO and CM have done the main work during the LPRAP workshop.

Presentations prior to the workshop proper - The three LGUs presented the following prior to the workshop proper: i) poverty situation based on CBMS; ii) JMC guidelines in the conduct of the LPRAP workshop (who will formulate, how to formulate and when to submit); iii) LPRAP Forms that will be used in the workshop: LPRAP Form 1 on ranking poverty issues based on prioritization criteria; LPRAP Form 2 on problem-solution finding matrix; LPRAP Form 3 on level of urgency of identified projects; and LPRAP Form 4 on project briefs template; and iv) required documents to be submitted to the RPRAT. In Libmanan, the 2016 indicative list of BUB sub-projects which is part of the 2015-2017 rolling list of BUB projects identified and prioritized by the eMDC in the previous year's planning workshop, was also presented (Table 17). CSO Assembly outputs were presented in Lagonoy and Libmanan but not in Goa. In Libmanan, CSO Assembly outputs were limited to prioritized issues while Lagonoy had prioritized issues and interventions.

Validation of the Poverty Situation and Review of CSO Assembly Outputs - Section 6.3.5 of JMC 5 states that in the conduct of the LPRAP Workshop, the "LPRAT shall validate the poverty situation presented by the MPDC with assistance from the LFC and other department heads". Poverty situation analyses in the sample sites were done by reviewing the CBMS major findings and validating the recent CSO Assembly outputs on identified poverty issues. Using these data, the causes and effects of these poverty issues were analyzed and corresponding policies and strategies were identified following the LPRAP Form 2 (Problem-Solution Finding matrix).

Table 17 shows that in Goa, although the CBMS results were presented, these were not thoroughly discussed. Focus was on the indicator on lack of sanitary toilets and water. The recent CSO Assembly outputs on identified issues and projects were also not presented and hence, were not validated by the LPRAT. There was no analysis of the poverty issues using the LPRAP Form 2 (PSF Matrix), but were just randomly mentioned by the CSO-Co chair, as they identified other alternative projects. The process was better in Lagonoy and Libmanan, where the LPRAT members had group discussions and validated the results of the situation analysis through the following: i) use of information based on CSO experience in implementing sectoral and other development projects in the community; ii) use of CBMS in Lagonoy especially data at the barangay level; but not in Libmanan where CBMS data are outdated; iii) review and validation of CSO Assembly outputs on identified issues/problems; and iv) accomplishment of LPRAP Form 2 (PSF matrix) based on data in items i), ii) and iii). In Lagonoy and Libmanan, group discussions to validate poverty situation were followed by

plenary session where identification of issues were firmed up either through consensus (Lagonoy) or voting (Libmanan). In Libmanan, the 16 issues identified in the CSO Assembly were clustered into 5 issues after which it was prioritized (by voting) based on the following criteria: relevance, urgency, magnitude, importance and doability.

5.3. *Identification of Strategies and Projects*

Section 6.3.6 of JMC 6 provides that “the LPRAT shall review previously identified strategies and priority poverty reduction projects based on results of situation analysis”. Section 6.3.7 also states that “the LPRAT shall identify priority poverty reduction projects through a consensus among its members and if consensus cannot be reached, the decision will be made through a majority vote.”

In Goa, during the LPRAP Workshop, there was no in-depth discussion nor validation of the poverty situation analysis, after the CSO Co-chair’s presentation of the 2011 CBMS. No review was conducted, likewise, of the CSO Assembly outputs. The LPRAT members went straight to identifying the projects (**Tables 17&18**). In fact, when the Mayor was requested to deliver his short message, he already presented his proposed water supply project, which he also did in the previous year’s LPRAP workshop. His message turned into a presentation of the BUB Salintubig project, where he explained its implementation in several phases namely the FY 2014 BUB-approved water supply project (it was the sole project in the LPRAP) in the amount of P17 Million which has not yet been started, and the FY 2015 BUB water supply project with P11 Million allocation. He delineated the barangays that will be covered by the aforementioned funding sources plus the contributions of the MLGU and the P10 Million from the Provincial Governor. He emphasized that there is still a big number of barangays which are still not covered and that the gap could be addressed until 2017 if the water supply project will be considered in the proposed FY 2016 LPRAP. On the need for sanitary toilets based on the large incidence of households as shown by the CBMS data, he asked the body as to their preference — sanitary toilets, which could not be used when there is lack of water, or the water supply first? The CSO Co-chair asked if there is already a motion for the water supply project, to which the MLGOO clarified that this was only a suggestion from the Mayor.

Out of the 5 projects identified for inclusion in the LPRAP, 3 were not included in the CSO Assembly outputs (2 proposed by CSOs; 1 proposed by the LGU) and two came from the CSO Assembly (1 proposed by CSO and 1 by LGU). One of the LGU-proposed projects, Salintubig Project, as earlier described, was strongly recommended by the Mayor. And yet, the lack/inadequacy of potable water supply was not identified as a priority problem in the CSO Assembly. Note that in the finalization of the FY 2016 LPRAP later on, provision of water supply would appear as the only proposed project in the LPRAP list, although there was an earlier suggestion from one LGU LPRAT member to reduce allocation for the water supply so as to accommodate another project.

In Lagonoy and Libmanan, there was a better and participatory process of identifying the projects. In Lagonoy, the LPRAT compared the list of projects identified in the CSO Assembly with the list of projects resulting from the problem-solution finding exercise done in the LPRAP workshop. The participants also referred to the latest BUB Menu of Programs (Annex D of JMC No. 5). By consensus, the LPRAT was able to identify 15 projects (**Tables 17 & 19**). More intense discussions but not necessarily disagreements on priority projects were settled by considering not only the need of the LGU but also the existence of similar projects (regular and BUB) as well as previous performance of NGAs in the implementation of BUB projects. CSOs were given the opportunity to present/report the outputs of their workshop group.

In Libmanan, group discussions by the LPRAT members identified strategies and projects using the following as references: i) Indicative FY 2016 GPB projects, which is part of the rolling 2015-2017 plan prepared in the previous LPRAP workshop in January 2014; ii) approved FY 2015 LPRAP; iii) 5 priority issues identified in Workshop 1; and iv) latest GPB Menu of Programs (Annex D of JMC No. 5). The LPRAT identified 13 projects (**Tables 17 & 20**). The LGU could have also identified projects to address issues the CSOs and LGU reps earlier identified but which apparently got lost in the process. For example, the LPRAT recognized the need to update their 2008 poverty data to have a more realistic basis in analyzing problems/issues. But this was forgotten during the process of identifying projects as the LPRAT became engrossed in bigger sectoral and area-based problems and corresponding projects. The LGU could have seized the opportunity to tap some projects included in the Menu of Programs such as DILG's CBMS Accelerated Poverty Profiling and Paper Tracks or NAPC's Rapid CBMS for Benchmarking and Monitoring to improve their poverty data.

5.4. Prioritization of identified projects

In Goa, an LPRAT CSO member, who is one of the three signatories to the LPRAP, suggested that the SALINTUBIG be prioritized, which then led to the prioritization of the five (5) projects. According to the MLGOO, the five (5) parameters on prioritizing issues (relevance, urgency, importance, magnitude & doability) were considered in the prioritization of projects. The LPRAT members proceeded with the prioritization of projects through the raising of hands. Salintubig, recommended by the Mayor, was ranked 1 in spite of the fact that it did not match/respond to any of the issues identified (**Table 18**). The voting might have been greatly influenced by the Mayor's question in his presentation earlier as: "What's better — to have toilets which cannot be used due to lack of water or adequate water supply first?"

Table 18. Identified & Prioritized BUB Sub-projects in the LPRAP Workshop vis-à-vis Identified & Prioritized Issues, Goa, Camarines Sur.

CSO Assembly (Goa)		L P R A P W o r k s h o p (Goa)			
Identified issues/ranking	Identified strategies/projects	Reviewed/identified issues/ranking	Reviewed/identified projects	Projects Prioritization process	Prioritized projects
Education -Child labor -Lack of school bldgs/textbooks/teachers	Conduct Techvoc trainings/Non-formal education Scholarship programs Procurement of textbooks/Construction of School bldgs./Hiring additional teachers	No review of CSO Assembly outputs		One LPRAT CSO member suggested that SALINTUBIG project be prioritized, which then led to prioritization of the five (5) projects; considered parameters on prioritizing issues (relevance, urgency, importance, magnitude & doability); prioritization of projects done thru voting MAO suggested earlier to allocate less than P17M to the Salintubig to accommodate other projects	
Malnutrition	Provide livelihood projects Supplemental feeding Employment	--			
Lack of medicine	Procurement of more medicines	--			
Unemployment	Provide livelihood projects Conduct techvoc trainings	--	➤ Skills training ➤ Livelihood project		3.Skills training*** 4.Livelihood projects*
Agriculture -Rough roads -Low selling price of agri products	Core local roads/roads concreting Provision of centralized food terminal Subsidized govt. price on agri-products Establishment of food processing plant	--			
Support/others		--			
			➤ CBMS updating		2.CBMS updating*
			➤ Salintubig		1.Salintubig**
			➤ Evacuation facility	5.Evacuation facility*	

*CSO-identified; **LGU identified, ***Both LGU and CSO identified

In Lagonoy, given the P17 million BUB budget, the LPRAT prioritized the projects from among those identified and came up with the top 8 projects in the plenary session through consensus. LPRAP Form 3 (level of urgency) was not used in prioritizing and ranking projects. Instead, the performance of past projects was considered in prioritizing to ensure utilization of counterpart funds allocated by the LGU. For example, given the poor

implementation of DA projects, the LPRAT was reminded by the MPDC to be careful in proposing more agri-related projects. In the process, some projects were delisted for various reasons, e.g., identified projects were not in the Menu, some projects may be clustered, projects are in the LGU regular program, and consideration of the weak performance of some projects like the DepEd projects. No amount was allocated per prioritized project during the LPRAP workshop. The LPRAT agreed to the suggestion of the CM and MPDC that budget (in the form of counterpart) be allocated for monitoring including conduct of meetings and transportation costs. **Table 19** shows how the LPRAT came up with the 8 prioritized projects out of the identified 15 projects. Out of the 8 prioritized projects, 5 were CSO-identified, 2 were LGU-identified and 1 was commonly identified. The LGU was also responsible for including BUB monitoring in the LPRAT as counterpart.

Table 19. Identified & Prioritized BUB Sub-projects in the LPRAP Workshop vis-à-vis Identified & Prioritized Issues, Lagonoy, Camarines Sur.

CSO Assembly (Lagonoy)		L P R A P W o r k s h o p (Lagonoy)			
Identified issues/ranking	Identified strategies/projects	Reviewed/identified issues/ranking	Reviewed/identified projects	Projects Prioritization process	Prioritized projects
Poor road condition	Concreting & rehabilitation of roads	Low income	➤ Local access road	Consider existing projects in targeting barangays	7.Local access road***
Lack of irrigation system	Procurement of water pumps	Low income	➤ Procurement of water pumps		8.Procurement of water pumps**
Illegal fishing	Sustainable livelihood for fisherfolks Provision of fishing gears; artificial reefs	Low income Unemployment	➤ TUPAD (emergency employment for disadvantaged workers) ➤ Provision of fishing gears	Delist; because short-term only Delist; monitor enforcement of ordinance	
School drop-outs	Creation of bgy high school Scholarships	Education	➤ Scholarship programs for poor families ➤ Supplementary feeding*	Delist; not in the DepEd Menu; weak implementation of past DepEd BUB proj Most were in favor; others did not agree	5.Supplementary feeding*

Unemployment	ALS Education/skills training	Unemployment Education	<ul style="list-style-type: none"> ➤ Technical/voc courses (TESDA) ➤ Sustainable Livelihood–Micro devt. track ➤ Livelihood program (Kabuhayan) ➤ ALS 	Courses of interest are in the Menu Delist; similar to TUPAD program MPDC suggested municipal-wide cover to also reach fisherfolks Delist; regular program	1. Technical/vocational courses* 2. Livelihood (DOLE Kabuhayan Program)*
Low income	Education Skills training Values formation	Low income			
High cost of labor	LGU acquisition of farm equipment	Low income	<ul style="list-style-type: none"> ➤ Acquisition of farm machineries** 	Delist; past experience with DA-BUB projects not good	
High cost of farm inputs	Organic farming	Low income Malnutrition	<ul style="list-style-type: none"> ➤ Integrated community food production (ICFP) 	Organic farming integrated into the ICFP	3. Integrated community food production *
		Water & sanitation	<ul style="list-style-type: none"> ➤ Rehab of water supply treatment facility ➤ Coastal extension of PDA water system ➤ Construction of sanitary toilets 	Target north coastal areas Delist Include target coastal areas	6. Water supply & filtering system** 4. Construction of sanitary toilets*
					Include monitoring of BUB sub-projects implementation as LGU counterpart**

In Libmanan, the strategies/projects identified in LPRAP Form 2 (PSF matrix) were assessed in terms of level of urgency using LPRAP Form 3. Through voting, the rank of identified projects was determined. Before voting, participants agreed to delist some projects which were already covered in the previous year's LPRAP, e.g., farm implements and small irrigation. For the access roads, it was agreed that sites to be identified are those with ready/available right of way. River dredging was also delisted because it is "highly technical". Out of the 13 identified projects, 7 projects which got the highest scores ranging from 4-6 (Source: minutes of the LPRAP workshop) were included in the list of priority projects and were covered by the BUB budget amounting to P33 M. Out of the 7 prioritized projects, 5 were CSO-identified and 2 were CSO/BDC-VC & LGU-identified. **Table 20** shows the tracking of identified issues and strategies from the CSO Assembly to the prioritization in the LPRAP Workshop.

Table 20. Identified & Prioritized BUB Sub-projects in the LPRAP Workshop vis-à-vis Identified & Prioritized Issues, Libmanan, Camarines Sur.

CSO Assembly (Libmanan)		L P R A P W o r k s h o p (Libmanan)			
Identified issues/ranking	Identified strategies/projects	Reviewed/identified issues/ranking	Reviewed/identified projects	Projects Prioritization process	Prioritized projects
1.Lack of employment	--	2.Insufficiency of hh income	<ul style="list-style-type: none"> ➤ Kariton store project ➤ Food processing for women 	Each of the 5 workshop groups voted, through secret balloting, 5 priority projects out of the 13 identified projects using the level of urgency matrix; instead of 5, there were 7 projects included because of ties in the number of votes	6.Kariton store project*
2.Corruption	--	Delisted; to be addressed outside BUB	➤		5.Food processing for women*
3.Lack of irrigation 4.Lack of FMR 6.Palay price monopoly	--	1.Poor farming facilities, including FMR	<ul style="list-style-type: none"> ➤ Agro-processing facilities for cacao ➤ Coco-based industry ➤ Access road ➤ Post-harvest facilities 		1.Post-harvest facilities*
5.Lack of potable water & sanitation	--	3.Lack of potable water	<ul style="list-style-type: none"> ➤ Water system ➤ Toilet facilities 		2.Coco-based industry*
		4.Poor health facilities	<ul style="list-style-type: none"> ➤ Medical eqpt. ➤ Health emergency training ➤ IEC materials 		3.Agro-processing facilities for cacao*
		5.Poor mgt. of mun waters	<ul style="list-style-type: none"> ➤ Fish sanctuary ➤ Installation of boundary marker 		7.Access road (4 CSO/BDC-VC & 5 LGU-identified)
					4.Potable water system***

*CSO-identified projects; **LGU-identified projects; ***CSO/BDC-VC & LGU-identified

JMC 6, Section 4.2 states that the LPRAP shall be formulated with strong participation of basic sector organizations and other CSOs. Further, Section 6.3.2 provides that the LCE must ensure the active participation of the elected CSO reps in the LPRAT during the LPRAP workshop. The extent to which the CSOs/BDC-VCs participated in the identification and prioritization of LPRAP FY 2016 projects in the 3 sample sites of Camarines Sur depends on the intervention of the LGUs at various points. Goa's choice of LPRAP projects was heavily influenced by the Mayor as shown during the LPRAP workshop. In Lagonoy and Libmanan, processes which took place during the LPRAP workshop as described earlier may have

encouraged better participation of the CSOs and BDC-VCs in identifying and prioritizing projects. But there were evidences observed later on after the LPRAP workshop that revealed other windows for LGU intervention in the choice of LPRAP projects, e.g., during preparation of project briefs in Lagonoy and during presentation/discussion of the LPRAP in the Enhanced MDC meeting in the case of Libmanan. The next section of this report will describe these LGU interventions which led to changes in the LPRAP before submission to the RPRAT.

5.5. Changes in the FY2016 LPRAP before submission to the RPRAT

Changes on the LPRAP after the LPRAP workshop and before submission to the RPRAT were evident in the three LGUs. In Goa, LGU intervention was apparent during and after the LPRAP workshop. While Lagonoy and Libmanan tried to impress that the LGU reps gave way to the CSO/BDC-VC reps during the workshop, LGU intervention happened after the workshop, during the project brief formulation and during the presentation to the eMDC.

In Goa, from the initial list of five proposed LPRAP projects, what emerged eventually was the SALINTUBIG project (**Table 21**) which got the entire BUB-NG budget for the LGU for the year. It may be recalled that Salintubig was recommended by the Mayor. The project brief shows that the target location and beneficiaries of the project are the households in the ten (10) Poblacion barangays of Goa. It intends to complete the three (3) phases of the proposed water supply system in Goa with the FY 2014 BUB covering 17 barangays in Phase 1, and the FY 2015 BUB for 7 barangays in Phase 2. It was not clear whether the Municipal Agriculturist's suggestion during the LPRAP workshop to just allocate P10 M for the SALINTUBIG to accommodate other projects was negated by one CSO's proposal to prioritize the SALINTUBIG. After the LPRAP workshop, some CSOs were saying "sinabi ko na nga eh" and "moro-moro lang".

In Lagonoy, KII respondents said that the list of projects submitted to the RPRAT had no deviations from the list prioritized during the LPRAP workshop. However, a review of the two lists revealed that two projects identified by the CSOs were delisted, namely, Supplementary Feeding Project and Construction of Sanitary Toilets (**Table 21**). No information were gathered on the reasons for delisting but during the actual LPRAP workshop it was observed that some CSO & LGU participants were reported to be not in favor of the Supplementary Feeding. A few reasons can be deduced from the observation: (i) Supplementary feeding was identified as a program response to "lack of food" related to the high number of 6-12 year-olds not attending elementary school and 13-16 year-olds not attending high school; thus the target beneficiaries are out-of-school children and youth and not preschool children as indicated in **Table 19**; thus DSWD is not the proper agency to implement; (ii) SF is not in the FY2016 BUB menu of programs; there are also no SF programs for out-of-school elementary and high school students in the LGU regular program; and (iii) instead of the short-term SF, community food production is a more wholistic and sustainable intervention to address "lack of food". The NAPC's Integrated Community Food Production Project, which covers backyard and community gardening plus livestock raising,

targets families and communities as beneficiaries to address hunger and malnutrition. No information were gathered on the reason for removing construction of toilets from the LPRAP list. Also, the target barangays for projects like potable water supply, procurement of irrigation water pumps and access roads were specified only after the LPRAP Workshop, during the preparation of the project briefs.

Table 21. Changes in the list of FY 2016 LPRAP Projects prior to submission to the RPRAT: Goa, Lagonoy & Libmanan, Camarines Sur

LPRAP Workshop List of Projects	CSO or LGU-identified	Cost (NG)	LPRAP List submitted to RPRAT	Cost		Changes
				NG	LGU	
Goa						
1.Salintubig project (DILG)	LGU	17,000,000	✓	17,000,000	4,060,000	Only Salintubig was listed in the LPRAP submitted to RPRAT
2.CBMS updating (DILG)	CSO	1,475,000				
3.Skills training (TESDA)	LGU& CSO	2,000,000				
4.Livelihood project (DSWD)	CSO	Not indicated				
5.Evacuation facility (DILG)	CSO	5,000,000				
Lagonoy						
1.Technical/vocational courses (TESDA)	CSO	Not indicated	Technical Vocational/Community-based Training: Electronic & Processed Food	500,000		Minor editing of title
2.Livelihood (DOLE Kabuhayan)	CSO	Not indicated	✓	1,700,000		No changes
3.Integrated Community Food Production (NAPC)	CSO	Not indicated	✓	510,000		No changes
4.Construction of sanitary toilets	CSO	Not indicated				Delisted; no reason gathered

5. Supplementary feeding	CSO	Not indicated				Delisted; no reason gathered
6. Water supply & filtering system	LGU	Not indicated	Provision of potable water supply		3,000,000	Change of title; Bgy Guibahoy identified later as site by LGU
7. Local access road (DILG)	CSO/LGU	Not indicated	✓	14,290,000		Specific barangays identified
8. Procurement of H ₂ O pumps	LGU	Not indicated	Establishment of pump irrigation project		1,300,000	Change of title; Bgy Sta. Maria identified later as site by LGU
LPRAT meeting/monitoring & evaluation	LGU	Not indicated	✓		140,000	No changes
Libmanan						
1. Post harvest facilities	CSO	500,000	✓	500,000	100,000	No changes
2. Coco-based industry	CSO	2,000,000	Establishment of Processing Plant of High Value Crops (coconut)	2,000,000		Minor editing in title of project
3. Agro-processing facilities for cacao	CSO	5,000,000	✓	2,000,000		Amount was reduced by P3M
4. Potable water system	CSO/LGU	5,000,000	✓	5,000,000	750,000	No changes
5. Food processing for women	CSO	1,000,000				Delisted; no reason cited
6. Kariton store project	CSO	1,000,000	✓	1,000,000		No changes
7. Access roads (4 locations)	CSO/BDC-VC/LGU	18,500,000	Access roads (9 locations)	22,500,000	5,540,000	Added 5 more barangays (4 from the 3-yr rolling BUB plan & 1 which just appeared); increase in budget sourced from delisted project & cost reduction of 2 projects

In Libmanan, the attempted eMDC meeting after the LPRAP workshop to approve the FY 2016 LPRAP failed because there was no quorum. Instead of approving the business agenda, the meeting became an informal venue for the eMDC members especially the barangay captains to discuss the recently prepared LPRAP. Some KII respondents shared that there were violent reactions from the Barangay Captains because the proposed FY2016 LPRAP did not reflect the road projects identified by the eMDC in the previous year's LPRAP workshop referring to the three-year rolling LPRAP2015–2017. (Note: The previous BUB report showed, however, that the barangay captains used their influence in identifying mostly infrastructure projects in the last year's eMDC BUB planning workshop). Due to this development, the second LPRAP workshop was conducted on December 17, 2014. Based on KII, the barangay captains likewise questioned their non-inclusion in the recent CSO Assembly and LPRAP workshop. This could be an indication that it is still not clear among the barangay heads that the LPRAT (and not the entire eMDC) is tasked to prepare the LPRAP. Or maybe they are aware but just wanted to secure funds for their barangay either for personal or other interests.

The second LPRAP workshop in Libmanan was attended by 2 out of the 5 CSO members, 5 BDC VCs and 9 LGU reps. CSO reps who were not able to participate were the LPRAT Co-chair (Caritas), and reps from the agrarian cooperative and women sector. The barangay captain of Busak was listed as guest. The SB Chair of the Committee on Appropriations facilitated the workshop. The following were revisited: (i) newly prioritized projects made by the new LPRAT on December 10, 2014; and (ii) former set of projects prioritized for the year 2016 by the eMDC last January 24, 2014. Changes were made on the recent LPRAP workshop outputs, the details of which are shown on **Table 21** (Sources of info are KII and FGD plus Minutes of Second LPRAP Workshop). The changes were basically getting the amount of P8M from three identified priority projects to accommodate the barangay captains' request for additional road projects in 5 barangays of which 4 were identified in the previous year's list for 2016 and 1 barangay which suddenly appeared on the list (note: Reviewing the previous BUB Report, the prioritization of these road projects was heavily influenced by the barangay captains). To accommodate the request, the food processing project (P1M) was totally removed without any explanation given, agro-processing facilities cost was reduced by P3M and Patag-Candato Road cost was reduced by P4M. Libmanan's amended LPRAP for FY 2016 was presented and approved by the eMDC in its meeting held on Dec 19, 2014 through eMDC Resolution No. 14-03 "Endorsing the LPRAP for FY2016".

Having facilitated the second LPRAP workshop, the SB Chair of the Appropriations Committee thought that project prioritization should be done based on reasons and not through voting. He cited Barangay Patag which was able to get a road project in the LPRAP in spite of being very near the town proper and not a depressed area, "nadaan sa dami ng representation at boto". He said that prioritization should be fair, honest-to-goodness, and not based on vested interest. To be able to do this, there should be a very good facilitator, someone who is familiar with the development situation of the LGU, who will lead the discussion.

From this experience, it could be surmised how influential the barangay captains are in shaping the LPRAP and how BUB, to a certain extent is used as a political tool by the MLGU to sustain alliance and patronage. No matter how participatory the LPRAP workshop is, CSOs priorities are melted/weakened at the eMDC level. The bigger challenge and which is critical, not only for the CSOs but to the NGAs, is defining, establishing and supporting CSOs's role as watchdogs to ensure that the right projects are prioritized and eventually implemented. Some CSOs interviewed remarked that "even when CSOs are active, nalulusaw sila kapag kaharap na ang mga barangay captains". According to the respondents, CSOs cannot cope with the LGU's pace and "culture", e.g., notification of eMDC meeting one day before and CSOs could not attend because of previous appointments. CSOs are also not used to "abrupt" decision-making, e.g., decision of the LGU to have another LPRAP workshop where the addition of projects and reduction of allocation from certain projects were made with no basis of evidence. We, the CSOs, could not react at once. There should have been time for us to discuss the changes in LPRAP, but there is tight deadline given by the RPRAT and LGU has to comply. "Kaya, sige na nga!"

Along the same line, the SB Chair of the Appropriations Committee also commented that BUB has many deadlines and its timetable is too compressed. He suggested that CSOs be given enough lead time for them to study/analyze the situation. All activities seem to be done quickly — the conduct of the CSO Assembly and LPRAP workshop, the presentation of the LPRAP to the eMDC for approval, etc. There was no time to digest and fully understand the issues and corresponding priority projects.

5.6. Submission of FY 2016 LPRAP to and Feedback from the RPRAT (configuration of approved LPRAP)

Goa and Lagonoy were able to meet the deadline for submission of the LPRAP to the RPRAT. Libmanan submitted one week past the deadline because it conducted a second LPRAP Workshop. Feedback from the RPRAT was faster compared to the past year because of clearer guidelines, according to some respondents. The RPRAT recommended the following changes in the LPRAPs: no changes in the LPRAP of Goa; a minor change in the title of one project in Libmanan; and for Lagonoy, one of its projects, the Livelihood Program under DOLE was ineligible and was advised to change the project within the DOLE's menu under BUB 2016.

The MLGUs were advised during the Provincial LPRAT Orientation that the deadline for submission of the LPRAP FY 2016 to the DILG Provincial Office (DILG-PO) was December 10, 2014. After reviewing the LPRAPs, the DILG-PO will have to submit these to the RPRAT on or before December 15, 2014. As a policy of the DILG in Region V, the LPRAP should be submitted first to the Provincial DILG office to check for completeness of documents, signatories, dates, adherence to requirements per JMC 5, etc., to avoid repeated turn-overs of documents to the LGU.

Goa submitted its LPRAP on December 10, 2014 while Lagonoy on December 9, 2014 thus meeting the DILG-PO's deadline of December 10. Libmanan was able to submit more than one week past the deadline (**Table 22**). Libmanan has to reschedule the conduct of the LPRAP workshop several times because of Typhoon Ruby. The conduct of the second LPRAP workshop on December 17 in Libmanan also caused the delay of the submission of the LPRAP.

The RPRAT, through its meeting on January 30, 2015, reviewed and validated the LPRAPs and transmitted feedback on the LPRAP review to the MLGUs in separate letters dated February 5, 2015. According to the DILG BUB Regional Focal, the LGUs were also advised in advance via phone or emails before sending the official letters. Some respondents said that the RPRAT feedback was faster for FY2016 planning than in the previous years because of clearer guidelines from the NG. Of the 3 sample sites, only Lagonoy was advised about one ineligible project.

Table 22. Submission of LPRAP FY2016 to and Feedback from the RPRAT: Goa, Lagonoy & Libmanan, Camarines Sur

	Goa	Lagonoy	Libmanan
Date of LPRAP submission to Provincial DILG/RPRAT (deadline is Dec 10, 2014)	Dec 10, 2014 (SB Resolution adopting the LPRAP followed on January 5, 2015) Note: SB adopted resolution on Dec. 18, 2014 but Mayor's approval was on Jan. 5, 2015	Dec 9, 2014 (SB Resolution adopting the LPRAT approved on Dec 8, 2014)	Dec 19, 2014
Feedback from RPRAT	AO 1 st week of Feb 2015 (KII with MLGOO):No received update yet	Feb 5, 2015: Livelihood Prog. requested from DOLE is ineligible since Microfinance is outside of DOLE's menu of services; DOLE provides working capital in the form of equipment, raw materials, tool & jigs	1 st week of Feb 2015: change title of one project, from "Establishment of Processing Plant of High Value Crops (coconut)" to "Establishment of Processing Plant for High Value Crops (coco-based industry)
Action taken		LPRAT not yet convened to revise the LPRAP (as of Feb 2015)	eMDC meeting on Feb 10, 2015 to revise the title as suggested by the RPRAT
Date of submission of revised LPRAP to RPRAT (deadline is Feb 11, 2015)			Feb 16, 2015 Revised LPRAP & SB Resolution dated Feb 16, 2015 approving & adopting the revised LPRAP submitted

There were no changes in Goa's LPRAP while Libmanan has just to change the title of one project. For Lagonoy, it was informed that one of its projects, the Livelihood Program under DOLE, was ineligible since microfinance is outside of DOLE's menu of services. The LGU was advised to change the project within the BUB 2016 menu of DOLE and to submit the revised LPRAP on February 11, 2015 (they were only given one week to revise, convene the LPRAT and prepare SB resolution). As of the date (February 2015) of KII and FGD conducted in Lagonoy, the LPRAT has not yet convened to revise the LPRAP. Meanwhile, in Libmanan, the eMDC met on February 10, 2015 to discuss and revise the LPRAP based on RPRAT's recommendation, that is, change the title of one project from "Establishment of Processing Plant of High Value Crops (coconut)" to "Establishment of Processing Plant for High Value Crops (coco-based industry)". The municipality of Libmanan submitted to the RPRAT on February 16, 2015 the revised LPRAP and the accompanying SB Resolution No. 10-055 dated February 16, 2015 approving and adopting the revised LPRAP.

5.7. Extent of CSO participation in identification of projects

Table 23 presents a summary of the LPRAP sub-projects in the 3 sample sites broken down by proponent: i) CSO; ii) BDC VC; and iii) LGU. Overall, across the 3 LGUs, the identification of BUB sub-projects is still dominated by the LGUs in terms of proportion of project costs, although there was a slight decrease from 60-70% in FY2015 to around 45% in FY2016. In Goa, the extent of CSO participation has gone worse since there was only one project carried in the final FY2016 LPRAP which was the one recommended by the Mayor. Lagonoy has a balance of CSO and LGU-identified projects in terms of number of projects but in terms of cost, a joint CSO-LGU-identified FMR projects were dominant (**Table 23.1**). In Libmanan, the FY 2016 LPRAP was dominated by CSO-identified projects both in number and cost. However, earlier discussion pointed out that BDC-VC's choice of projects was largely influenced by the Barangay Captains so that when cost of LGU- and BDC-VC identified projects are combined, the total amount is higher than that of CSO-identified projects.

In the municipality of Goa, it was clearly shown that the LGU, through the Mayor, dominated the identification of projects for FY2016 LPRAP. From the initial 5 projects identified by CSOs and the LGU, what emerged as the sole project for the P17 million BUB-budgeted FY 2016 LPRAP was the Mayor's recommendation — the Salintubig project. As described in the earlier sections of this report, the Mayor's intervention happened during the LPRAP workshop and after the LPRAP workshop before the submission of the action plan to the RPRAT, e.g., during the preparation of project brief.

In Lagonoy, the initial impression was that there was a balance of projects identified between CSO and LGU and that the LPRAT LGU reps gave way to the CSO reps during the LPRAP workshop. Table 23 shows that both CSO and LGU identified 3 projects each and jointly identified one project. However, taking a look at the cost of projects, the 3 CSO-identified livelihood-oriented projects got only P2.7M of the P17M BUB-NG budget (15% of NG

budget & 12.6% of total NG-LGU budget). The bulk of the NG budget in the amount of P14.3M (84.10% of NG budget & 66.7% of total NG-LGU budget) went to access roads, a project jointly identified by the CSO and LGU. It was noted though that the allocation of budget for the identified projects took place after the conduct of the LPRAP workshop, during the preparation of the project briefs when the decision of allocating budget was dominated/heavily influenced by the LGU. Meanwhile, the 3 LGU-identified projects will be funded by the LGU to serve as LGU counterpart funds to the NG-BUB budget.

Table 23. Share of Projects identified by the CSOs/BDC VCs to total number of FY2016 LPRAP projects in Goa, Lagonoy & Libmanan, Camarines Sur

Identified by	Goa		Lagonoy		Libmanan	
	No. of projects	%	No. of projects	%	No. of projects	%
CSO-id	none	-	3	42.86	7	50.00
BDC VC-id	not applicable	-	not applicable	-	1	7.14
LGU-id	1	100.00	3	42.86	5	35.71
CSO/LGU-id	none	-	1	14.29	1	7.14
Total no.	1	100.00	7	100.00	14	100.00

In Libmanan, half of the total number of projects were identified by the CSOs and more than one-third were identified by the LGU, mostly by the barangay captains. One project was identified by the BDC VC, though most likely this was influenced by the barangay captain. While the processes in the LPRAP workshop seemed participatory as described in the previous sections of this report, and while there was an apparent balance in the number of projects identified by the CSOs, BDC VC and the LGU, BUB planning is still heavily influenced by the LGU, especially the barangay captains. It may be recalled that the barangay captains pushed for another LPRAP workshop to accommodate more road projects they have identified in the previous BUB planning. As a result of the second workshop, one CSO-identified project (food processing for women with P1M allocation) was delisted and budget allocation of 1 CSO-identified livelihood project and one LGU-identified road project were reduced. In spite of this, it was good to note that through the MPDC and the new MLGOO, participants in the LPRAP workshop was now in accordance with the JMC guidelines, that is, attendance was limited to the LPRAT CSO and LGU members only (Note: though there were still eager gate crashers, e.g., 2 CSOs and 1 barangay captain).

Table 23.1 Share of Projects identified by the CSOs/BDC VCs to total cost of FY2016 LPRAP projects in Goa, Lagonoy & Libmanan, Camarines Sur

	Goa Project cost (PhP)			Lagonoy Project cost (PhP)			Libmanan Project cost (PhP)			Total for 3 LGUs Project cost (PhP)		
	NG	LGU	Total	NG	LGU	Total	NG	LGU	Total	NG	LGU	Total
CSO-identified	none	-	-	2.7M (15.9%) 3 proj	-	2.7M (12.6%)	13.5M (40.9%) 7 proj	2.92M (45.7%)	16.42M (41.7%)	16.2M (24.2%)	2.92M (19.6%)	19.12M (23.3%)
BDC VC-identified	n.a.	-	-	n.a.	-	-	5.5M (16.7%) 1 proj	.83M (13.0%)	6.33M (16.1%)	5.5M (8.2%)	.83M (5.6%)	6.33M (7.7%)
LGU-identified	17M (100%) 1 proj	4.06M (100%)	21.06M (100%)	-	4.44M (100%) 3 proj	4.44M (20.7%)	9.0M (27.3%) 5 proj	1.90M (29.7%)	10.90M (27.7%)	26M (38.8%)	10.4M (69.8%)	36.4M (44.4M)
CSO/LGU-identified	None	-	-	14.3M (84.1%) 1 proj	-	14.3M (66.7%)	5.0M (15.2%) 1 proj	.75M (11.7%)	5.75M (14.6%)	19.3M (28.8%)	.75M (5.0%)	20.05M (24.5%)
Total cost per LGU	17M 1 proj	4.06M	21.06M 1 proj	17M 4 proj	4.44M 3 proj	21.4M 7 proj	33.0M 14 proj	6.39M	39.39M 14 proj	67M 19proj	14.89M	81.89M

5.8. Satisfaction with sub-projects included in FY 2016 LPRAP: responsiveness to urgent needs of LGU, contribution to poverty reduction, responsiveness to CSO proposal

Livelihood projects, to become responsive to LGU needs, should have specific strategies and targets - Most CSOs believe that livelihood projects are responsive to CSO proposal and more importantly to community needs but there are conditions that must be realized to ensure the desired effects during implementation. From the responses gathered, livelihood projects should have some degree of specificity of strategies and targets, taking into consideration existing facilities and available skills in the community. There is apprehension of not sustaining these projects because during planning, CSOs/BDC VCs, for example in Libmanan, were just asked what projects they wanted. The details of the projects have not been fully discussed especially during the preparation of the project briefs because there were no data. A mix of CSO and LGU respondents gave these comments: (i) “Hanggang tocino-making na lang ba? Lagi na lang short-term”; (ii) “Why cacao in agro-processing? Why propose cacao manufacturing facility when we only have small production of cacao. Kasi uso lang, pero walang pag-aaral.”; (iii) value chain should be completed until marketing of products. In Lagonoy, the CSOs clamor for financial capital but the menu of projects could only offer assistance in kind, e.g., equipment.

Livelihood projects are difficult to implement - One CSO remarked that the LGU found it hard to appreciate soft projects such as livelihood. During the interview with the Mayor of Libmanan, she said that while she recognizes the CSOs choice of projects, she realized, based on the implementation of past years' BUB projects, that livelihood projects were hard to implement. As explained by some LGU respondents, procurement of supplies and equipment for livelihood, e.g., sewing machine, farm implements, irrigation pumps, post-harvest equipment, among others, was difficult at the LGU level because there were no interested bidders and suppliers. Per Government Procurement Reform Law, procurement through shopping by the LGU has a ceiling of only P100,000 and any procurement beyond this amount has to go through competitive bidding which has tedious paper requirements. With most of the approved livelihood projects having procurement demand within the range of P200,000 to 450,000 only, no suppliers are willing to participate in the bidding process. Another LGU respondent said that because the LGU lacks technical expertise to implement livelihood projects, they have to request for experts/resource persons from the regional offices of TESDA and DTI. Some LGU respondents suggested that instead of releasing the BUB funds to the LGUs, the concerned NG at the national level may do the bulk procurement of the needed supplies and equipment for the LGUs.

Road projects could contribute to poverty reduction if implemented in areas in need - While most respondents are satisfied with the inclusion of the road projects in the FY 2016 LPRAP, they articulated that these could contribute to poverty reduction if implemented in priority areas. In Libmanan, out of the 9 road projects included in the LPRAP, only 2 may be considered responsive. These are CSO-identified projects that target the distant upland barangays of Villasocorro (24.6 km away from Poblacion) and Villadima-Caima (31 km away) which could only be reached through habal-habal. There are other upland and coastal barangays in dire need of access to main roads but the rest of the road projects went to barangays "within the city" or "in Metro Libmanan" like Patag, Planza, Aslong, and Malbogon which are only about 4-6 km away from the town proper. CSO respondents suggested that before eMDC approves the LPRAP, they should have checked whether the target location is really a priority, to the extent of visiting the areas. But as earlier raised, there is a political story behind this.

Road projects eat up the BUB budget - One farmer CSO interviewed in Libmanan complained that the road projects are eating much of the BUB funds. For FY2016, access roads got 68% of its total NGA fund for BUB.

Projects are not responsive to needs because CSO planning cycle is not aligned/synchronized with government planning cycle - CSOs get confused because their planning cycle is not aligned with the government cycle. To cite an example, for CSOs, situational analysis and assessment of projects implemented say in 2014 are conducted on December 2014 and subsequent planning for the following year was conducted on January of the following year. Government (BUB) did assessment of situation and implementation of projects of 2014 on October in the same year and planning on November or December for FY 2016 which is one

year ahead of the CSOs. Since CSOs/POs operate at the grassroots and by nature are more focused and process-oriented, they think and work in details. And they find it difficult to foresee logistics requirements, or the next set of beneficiaries if planning was more than one year ahead. They are somehow lost in the process. The LGU, on the other hand, pressured by the BUB deadlines set by the NG, has to do things at a fast pace to comply, at the expense of quality of process and output. Hence, without basis of evidence, CSOs were asked about projects they wanted and CSOs/POs were pressured to respond. Thus to be able to get assistance from BUB, the tendency is to say “Sige na nga, yan na lang project na yan. Hindi napag-isipan ng husto ang project”. It maybe realized later on in the course of implementing the project that it is not what the community needed or there may be operational problems that were not anticipated because things were done in haste.

Goa’s LPRAP is not responsive to CSOs’ proposal – For FY 2016, there is only one project listed in the LPRAP of Goa, that is, the water supply project as suggested by the Mayor. Based on the KII responses, some LGU officials commented that the water supply project as proposed in the LPRAP for FY 2016 is responsive to the urgent needs of the LGU, but there should have been more projects included like evacuation centers, education related/technical vocational and livelihood projects. On the side of the CSO rep, she was convinced with the Mayor’s explanation on the need for the project and with the calculations to complete it, although it would have been better if livelihood projects were included as proposed by CSOs.

There were also positive feedbacks given by some respondents as shown below:

BUB projects are more responsive to poverty alleviation compared to the Mayor’s priorities – In Lagonoy, a mix of CSO and LGU respondents were satisfied with the projects listed in the FY 2016 LPRAP as these were more responsive to the needs of the poor than the road construction and illumination projects of the Mayor. Some shared that the current local administration has no drive for growth and progress.

BUB projects address the urgent needs of the LGU – In Goa, although the CSO proposals on CBMS updating, skills training, livelihood and construction of evacuation facility were not carried over in the final list of sub-projects in the LPRAP, the sole water supply project recommended by the Mayor responds to one of the urgent needs of Goa which is lack of water supply. CSO respondents said though that lesser funds could have been allocated for water to accommodate their proposals.

5.9 Menu of Programs

Based on Section 6.3.8 of the JMC Number 5, “Only projects that can be implemented through programs in the GPB Menu of Programs (Annex D of the JMC) can be proposed for funding by the national government. However, outside the menu projects can be proposed as an LGU implemented project funded through the LGU counterpart for GPB”. The FY 2016 Menu of Programs contains the list of eligible programs that can be implemented through the National Government Agencies for inclusion in the LPRAPs of the LGUs. Since the FY 2014

BUB, the issued JMCs have been accompanied by corresponding sets of Menu of Programs to guide the LGUs in the selection of projects for their LPRAPs. Since then, changes and improvements in the menu have been done. For FY 2016, the Menu of Programs has more detailed information on the following: more adequate description of projects, eligibility requirements, standard costs, desired LGU counterparts including negative lists. More negative than positive comments on the menu of programs were gathered from the respondents in the 3 sample sites based on the KIIs and FGDs conducted.

Positive comments

Most of the following positive comments came from the LGU respondents: i) better to have a menu to properly guide the LGU/CSOs; if there is no menu, “magulo”; ii) it is a big help and if there is no guide, there will be more projects identified that would not qualify; iii) it is now easier to come up with appropriate projects because there is a ready list; selection of specific interventions is easier; iv) okay to have the Menu; if menu is absent, proposed projects may not be realistic; and v) okay for local access roads as these can address first the deteriorated portions.

Negative Comments

Both CSO and LGU respondents said that the NGA menu of programs was limiting the choices of the CSOs/BDC VCs. Some programs in the menu do not respond to the needs of the community. What is the use of asking the CSOs when the projects they articulated to respond to their needs are not in the menu? Following are examples cited by the respondents: i) no scholarship program under DepEd but there are projects on construction of fence and library which do not respond to basic education issues, e.g., high school drop outs; ii) in Lagonoy, most CSOs articulated that what they need under the Livelihood Project is “working capital” but the menu could only offer “inputs in kind”, e.g., equipment, fertilizer; iii) in Libmanan, some CSOs were looking for goat dispersal which the coco farmers identified for added income, but the DA does not have this in their list; iv) in Goa and Lagonoy, public market is needed by the LGU, but the menu contains only “Bagsakan ng Bayan”; but respondents pointed out that there is an item on construction of slaughter house; v) road concreting is more needed than gravel road opening; there are already many road openings made in the LGU but never used since there is no full connection of road networks; vi) repair of Day Care Centers is needed by LGU, but only new construction is allowed; and vii) why is a rescue vehicle allowed but not an ambulance?

Some respondents said that the menu is not useful and helpful. “What if it’s not needed by the LGUs?” implying the non-usefulness of the menu to the LGU. Other specific questions raised about the menu of programs are the following: i) why has the NGA handling road projects changed — that is from DA on FMRs to DILG on local access roads?; ii) “some of the projects in the menu are not updated (like that of BFAR) as indicated by the resource person in the LPRAT Orientation; and iii) “costing for some projects are not provided”

Most respondents commented that the menu is contrary to the BUB objective of encouraging the grassroots to identify their needs, — “NGA din pala ang masusunod”. One CSO leader in Lagonoy said, “Makasarili ang menu of projects dahil ang kinukunsidera ay ang kagustuhan ng Line Agencies, hindi ng LGUs”. One LGU official in Libmanan said, “why not let the CSOs decide and suggest based on their real needs; the needs of the depressed barangays do not match with the menu of programs; kaya nga may CSO prioritization pero defeated ang purpose”.

On the other hand, the MPDC in Lagonoy commented that the menu’s list includes too many projects, “There were too many projects in the menu; why not limit the list to a few big projects but with high impact. Ang sagot sa kahirapan ay high impact projects at hindi pitsi-pitsing proyekto”.

Some LGU respondents said the menu is fine and that projects identified by CSOs were there anyway. The Mayors in Libmanan and Goa, when asked, replied that they were not aware of the menu of programs.

5.10. Role of the Community Mobilizer (CM) in the CSO Assembly and LPRAP workshop

There are two Community Mobilizers engaged in the 3 study sites of Camarines Sur – one for Goa and Lagonoy and another one for Libmanan. The first CM is a new recruit while the second one has been a Local Facilitator for Camarines Norte before he transferred to Camarines Sur this year as Community Mobilizer (CM).

Table 24 summarizes the roles of the CM in the conduct of the CSO Assembly and the LPRAP Workshop. Both CMs basically performed the same roles except that in Libmanan, the CM has to do extra effort and work in tandem with the MLGOO due to the huge number of participants and the greater amount of time and effort needed to facilitate the sessions in the CSO Assembly including the selection of LPRAT CSO and BDC Vice-Chairs representatives. On the other hand, in Lagonoy, the CM was requested by the MLGOO to facilitate the sessions in the LPRAP workshop. In the previous year’s LPRAP Workshop, the CM (formerly labeled as Local Facilitator) was only present in Libmanan. But because of more CMs recruited, CMs were available and provided technical support (as presenters and facilitators) in all the 3 study sites for FY2016 BUB planning.

In Goa, the MLGOO said that the CM was good in facilitating but did not provide a numerical rating. On the other hand, the CSO Co-Chair gave the CM a rating of 9, since he was very knowledgeable on the BUB matters.

In Lagonoy, respondents gave the CM an average score of 8.3 because he is hard-working and dedicated to his work, “may initiative and sense of professionalism”. The CM, despite being new, was good as a resource person and facilitator during the CSO Assembly and LPRAP workshop. Participants easily understood his simple and clear explanations. He gave clear instructions on what to do in the group discussion.

Table 24. Roles of the Community Mobilizers in the CSO Assembly & LPRAP Workshop, Camarines Sur

	Goa	Lagonoy	Libmanan
Before the CSO Assembly	<ul style="list-style-type: none"> ➤ helped the MLGOO prepare the list of CSOs to be invited; ➤ prepared and signed the Notice of CSO Assembly which was noted by the MLGOO; ➤ assisted the MLGOO in disseminating letters of invitation 	<ul style="list-style-type: none"> ➤ helped the MLGOO prepare the list of CSOs to be invited; ➤ prepared and signed the Notice of CSO Assembly which was noted by the MLGOO; ➤ assisted the MLGOO in disseminating letters of invitation 	<ul style="list-style-type: none"> ➤ helped the MLGOO prepare the list of CSOs to be invited; ➤ prepared and signed the Notice of CSO Assembly which was noted by the MLGOO;
During the CSO Assembly	<ul style="list-style-type: none"> ➤ presented the JMC Guidelines and its changes; ➤ facilitated the workshop to identify poverty issues and strategies; ➤ provided comments on the group outputs ➤ facilitated the selection of CSO representatives to the LPRAP; 	<ul style="list-style-type: none"> ➤ presented the JMC Guidelines and its changes; ➤ facilitated the workshop to identify poverty issues and strategies; ➤ provided comments on group outputs ➤ facilitated the selection of CSO representatives to the LPRAP; 	<ul style="list-style-type: none"> ➤ presented the JMC Guidelines and its changes; ➤ together w/ MLGOO, facilitated the workshop to identify poverty issues and strategies; ➤ provided comments on group outputs ➤ together w/ MLGOO, facilitated the selection of CSO reps & BDC VC reps to the LPRAP;
During the LPRAP Workshop	<ul style="list-style-type: none"> ➤ observed the LPRAP workshop in the afternoon (in the morning of the same date, he helped MLGOO in Lagonoy) 	<ul style="list-style-type: none"> ➤ per MLGOO's request, facilitated the workshop to review CSO Assembly outputs & prioritize projects and strategies 	<ul style="list-style-type: none"> ➤ observed the workshop
Average rating given	9*	8.3	8.0

*only one CSO gave a numerical rating for the CM

In Libmanan, the CM was an effective partner of the MLGOO in the conduct of the CSO Assembly. At the time of the Assembly and LPRAP workshop, he was covering 7 GPB municipalities in Camarines Sur. CSO respondents said that the CM was pressured to finish the programmed activities in the CSO Assembly because of limited time and the high number of participants. He was “in a hurry” but according to some CSO respondents, he was better than the Local Facilitator in the previous year because he gave better explanations and clearer

directions on what to do in the workshop. KII respondents said he should have been in the LPRAP workshop to help explain and clarify matters (CM was present as an observer in the afternoon session of the LPRAP workshop per JMC 5). Respondents gave the CM an average score of 8 because he is familiar with the JMC guidelines and program of activities during the Assembly.

During the KII with the CMs, it was gathered that there were reassignments of CMs made by the DILG Regional Office and the 2 CMS in the 3 Sample sites have been given new assignment areas.

6. Grassroots Participation: CSO Representatives vs BDC Vice-Chairs

6.1. Participation of CSOs and BDC VCs in CSO Assembly and LPRAP workshop

Most of the respondents articulated that CSOs were more active in the Assembly and LPRAP workshop than the BDC Vice-chairs. CSOs are more seasoned as a result of longer and continuing trainings, coaching and mentoring while the BDC VCs' opportunity for training is only through KC-CEAC. Some said that CSOs have longer years of experience in community work. CSOs are more sensitized to development issues be it sectoral or area-based while BDC VCs concerns are limited within the confines of their barangay. In general, CSOs are more articulate and confident to speak in public. It was noted though that a few BDC VCs are also current leaders of CSOs.

According to respondents, CSOs more often have a sectoral agenda that they carry and advocate in the Assembly and LPRAP workshop. On the other hand, the BDC VCs carry the results of their PSA in the barangay but will not speak up if topic is not about their barangay. BDC VCs were often heard to say "pinapunta o pinadala kami ni Kapitan dito sa miting."

CSOs sectoral agenda could have complemented BDC VCs' barangay-based concerns if only the latter thought and decided independently. While CSOs are more exposed to development issues and more aggressive than BDC VCs, the former could do nothing when the Barangay Captains intervene at the eMDC level. "Nababale wala na/nalulusaw na ang mga CSOs kapag kaharap na ang 75 mga kapitan".

6.2. Advantages and disadvantages of having CSOs and BDC VCs in the Enhanced MDC

Per Municipal Executive Order No 008 series 2014, the enhanced MDC (eMDC) is composed of 75 barangay captains, 75 BDC VCs, 43 CSOs, and 3 LGU reps totaling to 196. There are also 4 Department Heads who attend as Observers.

With the regular MDC meetings, respondents in Libmanan explained that it has always been hard to reach a quorum because of its many members (121). Adding 75 BDC-VCs to the MDC means more members and more difficulty in getting a quorum for the eMDC meetings (around 100). And if there is no quorum, the meeting could not proceed and business agenda could not be approved. Some respondents added that BDC-VCs have no capacity to

participate at the municipal level (they just sit in the meetings; have no voice since they just follow the decision of their barangay captains) and suggested to take them away from the roster of the eMDC. They said the presence of the barangay captains is enough to represent area-based concerns. Also, more attendees means more operations costs. A few said that it is all right to have the BDC VCs if they are independent-minded and firm enough to validate the barangay-based issues in the presence of the Barangay Captains. One respondent commented that requiring the BDC VCs to attend eMDC and other BUB-related activities competes with the time of the KC volunteers spent for KC work. “Medyo naaabala ang KC”.

For the CSOs, there were only 2 CSO LPRAT members added and the 3 remaining are already counted among the 43 regular CSO members of the MDC (by virtue of the Local Government Code, at least 25% of the total members of the MDC should come from CSOs).

Other respondents said that it does not matter whether CSOs or BDC VCs are added. Political interventions will still happen. A CSO may be in political coalition with the LGU/Mayor and protect its political interest over CSO agenda. A CSO may also advance the interest of the barangay where he/she is based over the sectoral agenda of his/her CSO. In the same way, a BDC VC may be dictated by his barangay captain.

6.3 *Regular BUB vs Enhanced mode*

The planning process in KC is more evidence-based because PSA is done on a regular basis. Barangay-based data are produced from PSA. BUB planning is not data-based but based on CSO gut feel and experience of working in the community.

Doing the 5-stage cycle in KC is very cumbersome because of long and repeated processes of barangay assemblies, PSA, too many paper requirements especially in bidding and procurement, among others. It is easier to plan and get projects implemented under BUB.

Project funds are spent efficiently when implemented the KC way because the volunteers themselves do the labor work, e.g., in construction of roads or centers. The community monitors the implementation thereby ensuring that specs and standards are followed as indicated in the program of works (POW). There is transparency in KC but the paper works are voluminous and time-consuming. On the other side, under BUB, funds are not maximized because there are contractors who charge administrative fee and other fees.

The involvement of contractors lessen the amount of funds actually intended for the projects under BUB. Moreover, “Saan mo hahanapin ang contractors kapag palpak ang project?” Unlike in KC, where the volunteers and the community take accountability and responsibility of the community projects.

7. Overall GPB/BUB Assessment

The BUB has the most explicit advantage in terms of the provision of the so-called additional fiscal space for the LGUs. With the GPB/BUB funds which come in the amount ranging from a minimum of Php 15 million to a maximum of Php 50 million per LGU, depending on the number of poor individuals in an LGU, there are a lot of projects given funding, which without the BUB funds, these may not be realized.

But aside from the additional funds, observed benefits, although in varying degrees, may come in the form of greater opportunities for CSOs' involvement in local planning, project identification and prioritization. Through the years since the first BUB process, more expanded CSOs' participation in LGU matters have been reported, thus paving the way for a better LGU-CSO collaboration. Setting aside patches of competition for some CSOs, an improved atmosphere of inter-CSO collaboration, particularly between the larger and smaller CSOs, or between the more exposed/experienced CSOs and the newer CSOs, is also a desired outcome of the BUB.

7.1. *Benefits /Value-added of GPB/BUB to Project Identification and Prioritization*

Since the JMC Number 5 provides that CSOs in the CSO Assembly shall review and analyze the poverty situation of the LGU and identify the problems and solutions thereof, they are already given at this first stage in the BUB process the opportunity to identify problems/issues and propose/prioritize solutions/strategies to address the problems. However, there's a second stage, the LPRAT workshop, where the real prioritization is done, with the LGU officials and the CSOs, jointly discuss and prioritize the problems/issues and proposed solutions/strategies/projects.

Among the three LGUs, there were observed differences in the extent of CSOs' involvement in project prioritization, even between the two LGUs of Goa and Lagonoy, which are under the regular BUB modality, and the difference becoming more pronounced if compared with that of the Enhanced MDC's involvement in Libmanan, a KC LGU. Several factors affected the CSOs' involvement, such as the presence or influence of the Mayor in the CSO Assembly and/or the LPRAP workshop; the manner of facilitation by the CMs or the MLGOOs; the availability of data; the extent of exposure of the CSOs to local development issues and their ability to negotiate with the LGU officials/other CSOs.

While Libmanan CSOs did not go into the identification/prioritization of solutions/strategies or projects in the CSO Assembly, Goa and Lagonoy CSOs were luckier, as they had the chance to already identify/propose and/or prioritize at this stage, as they had the same CM who facilitated the assembly. However, given the limited time for the workshop, there was no in-depth analysis of the problems/issues and the responsiveness of the proposed projects.

When it comes to the second MDC stage prioritization process in the LPRAP workshop, the value-added of BUB seem to have been weakened, if not effaced, with the LCE's presentation of

his envisioned project in Goa. In Lagonoy, the MPDC's critical question as to what project or set of projects would really have a big impact on poverty reduction/alleviation, was posed during the KII/FGD, saying that the prioritization of projects was "sabog".

On the other hand, the involvement of the influential Barangay Captains, as members of the Enhanced MDC of Libmanan, negated the list of projects that were systematically prioritized by the LPRAT, and resulting to the inclusion of more infra / access road projects to suit the demands of the Barangay Captains. Even worse was that most of the identified projects would be going to "metro Poblacion" barangays and not to the real needy barangays. In this case, the usefulness of the BUB prioritization process has been greatly diminished. The SB Chair on Appropriations also stressed that CSOs' prioritization is defeated, since most of the proposed projects are not in the Menu of programs.

Nonetheless, some beneficial effects of BUB project prioritization were elicited in Goa and Lagonoy during the KIIs/FGDs. One CSO in Goa stressed that the needs of the grassroots are given solutions, not only the priorities of the Administration. Another CSO proudly indicated that "under BUB, the people identified the needs; politicians' movements controlled; while before budgeting came from above, what happened under BUB was that budgeting came from below". Similarly, most CSOs in Lagonoy were one in saying that "BUB projects are realistic, based on felt needs and went through a process".

7.2 Benefits/Value-added of BUB to CSOs' Participation in Development Planning at the Local Level

The value-added of BUB in terms of CSOs' participation in local development planning is most apparent in the CSO Assembly, where the CSOs are given the opportunity to review/analyze the local poverty situation and propose solutions thereof. In the regular planning process, the MPDC, in consultation with the LGU department heads, prepare the draft plan, then present this to the LSBs/LDC for comments/review. CSOs' participation here is only thru the one-fourth membership in the LDC/LSBs, compared to the CSO Assembly, where a greater number of CSOs participate. However, it should be noted that the planning process in the CSO Assembly is done in less than a day only, hence, it would be most likely that quality of output is sacrificed.

Based on the KIIs/FGDs, selected LGU officials and CSOs showed mixed reactions when confronted with the question as to whether the BUB local planning process is better than that of the LDC/LSBs. While most, if not all of the CSO respondents said that the BUB planning process is better, a number of selected LGU officials said that the two processes are either the same, or it still depends on the leader/Local Chief Executive (**Table 25**).

In Libmanan, due to the observed influence of the Barangay Captains in shaping the LPRAP during the Enhanced LDC meeting, the CSOs said that "even when CSOs are active, nalulusaw sila pag kaharap na ang mga Barangay Captains", thus putting to doubt the advantage of the BUB process. Moreover, the SB Chair on Appropriations voiced out during

the KII that “the BUB has many deadlines and timetable is too compressed; no time to digest and fully comprehend the issues.”

Table 25. Major Views/Comments on the Value-Added/Benefits of the CSOs’ Participation in the BUB Process vs the LDC/LSBs: Goa, Lagonoy and Libmanan, Camarines Sur

BUB is Better	LDC/LSBs is Better	Same/It Depends
<p>Goa : (MLGOO,ABC Pres., GOPARRDS)</p> <p>-BUB is better; politics may prevail in LDC; with limited amount of 20% LDF, members resort to bargaining -more CSOs participating in BUB; concerns of various sectors addressed, not only infra, as in the LDC -problem diagnosis and budgeting are transparent in BUB compared to LDC</p>	<p>Note: No responses gathered for Goa</p>	<p>(Bgy. Cpt.,Mayor)</p> <p>-almost the same, but BUB has additional funding from national -it still depends on who is there</p>
<p>Lagonoy : (MLGOO, Sector Heads, CSOs in CSO Assembly, SB Chair on Appro)</p> <p>-BUB process better, LDC is “scripted”; dominated by LCE & LGU Officials; AIP in LDC is mere shopping list -with BUB, voice of civil society is heard -BUB reflects community identity -BUB can be adopted for LDC</p>	<p>(MPDC, ABC Pres.)</p> <p>-Bgy. Cpts. are able discuss with sector heads; AIP formulation in LDC has a process where Bgy. Cpts. submit priority needs, consolidated by MPDC & LFC has a ceiling allocated & specific committees review the projects -BUB has many requirements from CSOs; much time to process; LDC process is easier</p>	<p>Note: No responses gathered for Lagonoy</p>
<p>Libmanan</p> <p>-BUB is more participatory; community is given the chance to suggest projects -In the MDC, “walang boses ang mga tao, taga second the motion lang, nakaluto na at kakain na lang”; in BUB, “kasali ka sa pagluluto”</p>	<p>Note: No responses gathered for Libmanan</p>	

Considering the above mix of responses, it can be surmised that even if BUB enables a good CSO participation in local planning at the CSO Assembly level, this is weakened at the Enhanced LDC level in Libmanan. Likewise, the huge documentary/paper requirements and tight timelines of BUB, as elicited by respondents in Lagonoy and Libmanan, somewhat diminished the value-added of BUB in local planning.

On the Integration of BUB in AIP - In Goa, a scrutiny of their AIP for 2015 showed that their local counterpart for the BUB projects have been included. However, there was no mention about any efforts by the LGU to consider the LPRAT as a committee under the LDC, to be tapped for other LGU development activities, other than in LPRAP formulation. The LGU officials, however, indicated that anyway the selected CSO representatives to LPRAT are mostly LDC members also, insinuating that the LPRAT's voice is already considered in the process. In Lagonoy and Libmanan, their AIPs for 2015 were not yet approved by the SB during the time of the study, but the MPDCs indicated that the BUB local counterparts have been included in the document.

7.3. Benefits/Value-added of BUB on Securing Funding for CSOs

In terms of the national level funds for BUB going down to LGUs, many respondents provided positive insights and regarded such as BUB's value-added. In Goa, an LGU official said that the "BUB funds come in even if the Mayor is not "mapaglapit" unlike in PDAF". A notable insight was also given by the ABC President, who saw the benefit of BUB in terms of attracting investors due to the observed greater number of projects implemented and the transparency involved. One CSO, however, had an opposite view, with his statement: "may bahid pa rin ng pulitika, kung hindi ka kasama, hindi ka mabibigyan." In Lagonoy, one CSO said that it's better for BUB since funds are from national, LGU officials can't politicize, since they don't handle the funds.

7.4. Benefits/Value-added of BUB on Improving LGU-CSO Relations

Under the BUB, there is an expected increased level of LGU-CSO interaction, considering the 50:50 LPRAT membership of LGU and CSO representatives. Moreover, the JMC's requirement for accreditation of all CSOs implies a greater frequency of transactions between the two sides. A critical area is in monitoring, where the CSOs are now also provided roles in monitoring the BUB projects, either as members of LPRAT or as a separate CSO monitoring team. As watch-dogs of BUB, the CSOs may at times be inimical to the LGU or vice versa.

Nonetheless, there were significant positive views/comments gathered on LGU-CSO relations from the LGUs. In Goa, some of these comments are as follows: i) relationship is getting better; partnership with LGU now is not only for their own organizations; ii) CSOs are now advocating for SB's adoption of the LPRAP; iii) BUB provides opportunity for 'bayanihan' or "tulungan" where LGU and CSO representatives have 'patak-patak to cover transport fares for some CSOs; and iv) before, accreditation was just to meet LDC/LSB's requirement. In Lagonoy, the general observation is that there is now a greater confidence of

CSOs on the LGU. On the other hand, selected Libmanan LGU officials said that the LGU is now forced to do more things to reach out to CSOs. They added that CSOs have become more empowered with greater CSO members in the Enhanced LDC.

7.5. Benefits/Value-added of BUB on Improving Inter-CSO Relations

In the JMC Number 5, all types of CSOs across all sectors are encouraged to participate in the CSO Assembly, for them to be heard and to have the chance to be elected as CSO representative to LPRAT. Based on the KIIs/FGDs, there were some comments gathered such as: some CSOs had collusion in order to get the projects; some CSOs had to be active, so as to get elected and be able to get projects for their organizations and “kung kasama ka nila, mabibigyan ka” among others. In some way, these comments may imply competition among the CSOs.

Nonetheless, there were views in Goa, that the CSOs are helpful in providing suggestions to other CSOs. Under the Section on assistance provided to CSOs, it was noted also that the bigger CSOs helped the smaller CSOs in organizing themselves. A good example is the Caritas Diocese of Libmanan (CDL) which helped organize the smaller CSOs and campaigned for their participation in the CSO Assembly. In Lagonoy, the PAGCAIN/NACPHIL representative indicated that he is advocating to other CSOs the importance of moral values.

7.6. Views/Comments of Selected LGU Officials and CSOs on the Block Grant Modality Versus BUB

One way of downloading funds from the national government to the LGUs is through the block grant modality like the Internal Revenue Allotment (IRA). In this scheme, the funds are easily transferred to the LGUs and it's up to the latter to allocate such funds for the LGUs' needs following certain guidelines. Relative to the BUB process, this no longer requires the conduct of CSO Assembly and LPRAP workshops, and the tedious process of submissions and resubmissions to RPRAT depending on changes required. Given this, it may be surmised that most of the CSOs or LGU officials would favor this scheme more relative to the BUB process.

However, based on the KIIs/FGDs in the 3 study sites, most of the respondents still prefer the BUB process for downloading of funds from the national level. In Goa, 3 out of the 7 respondents, of which 2 are LGU officials (Mayor & MLGOO), said that the BUB is still better than the block grant; 1 LGU official said it's partly better, 2 other LGU officials indicated that it depends on the Mayor/leadership, and only 1 CSO said that the block grant scheme is better.

In Lagonoy, where 6 respondents (5 LGU officials and 1 CSO) obliged to give their preferences, it was surprising to note that 1 LGU official, the ABC President, preferred the block grant, while the rest still preferred the BUB process.

In Libmanan, most of the LGU respondents still prefer the BUB process. Similar to Goa, there was a CSO who said that block grant may be better if the LGU is trustworthy and can manage finances efficiently. This dichotomy of responses in the study sites is shown in **Table 26**.

Table 26. Views/Responses on Block Grant Modality versus BUB Process: Goa, Lagonoy & Libmanan, Camarines Sur

Block Grant (BG) is Better	BUB is Better	It Depends/Partly Better
<p>Goa : (from CSOs not involved in CSO Assembly) -better since funds are direct to LGUs/CSOs</p>	<p>(from LFC, MLGOO, CSO Co-chair) -BG might be used only for dole-outs & no tangible projects; -BUB is better since projects are evaluated/monitored -there is CSOs involvement in BUB unlike BG which seems like PDAF; SOP/contractors' profits minimized under BUB</p>	<p>(from SB Chair on Appro., ABC President) -if funds are direct to LGUs, BG is better since projects are more improved with the same amount; problem with BUB if funds thru NGAs are not released/there are cuts -BG is okay if LGU/political leadership has good financial management.</p>
<p>Lagonoy : (from ABC President) -BG is better, there is freedom; immediate needs provided</p>	<p>(from MLGOO, LFC, Sector heads, CSO-Co-Chair) -there is full CSOs' participation in BUB -politics not a problem</p>	
<p>Libmanan : (from Mayor, Sector heads) -BG is a guarantee that LGU priorities are funded -BG is better esp. for devolved LAs with limited budget, as long as funds have budget caps per sector to ensure high impact projects</p>	<p>-there is a process in BUB -BG thru LCE is questionable; might just benefit pol. allies or granted to urban areas/areas with large voting population & not to depressed areas -with BG, LCE will have strong influence in choice of projects</p>	<p>(from a CSO) -BG maybe better if LGU is trustworthy and can manage finances efficiently</p>

7.7. Views/Responses of Selected LGU Officials and CSOs on the Roles of the Provincial DILG and the Provincial Government

In the JMC Number 5, there is no explicit role indicated for the Provincial DILG Office in terms of the GPB/BUB process implementation. However, in reality, the Provincial DILG is given a number of roles such as: the facilitation/coordination of the conduct of provincial

orientation of the Municipal LPRAT teams; the first hand review of the submitted LPRAPs from the various LGUs in terms of completeness/accuracy checks; and in monitoring the status of BUB projects' implementation for submission/consolidation by the regional DILG/RPRAT. On the other hand, while the role of the Provincial Government is not also explicitly provided in the JMC, specific sections indicate the membership of the PPDOs as members of the RPRATs (Section 4.16), and that the final LPRAPs are required to be submitted by the RPRATs to the Regional Development Councils (RDCs), where the City Mayors/Provincial Governors are members, as contained in Sections 6.7.1 and 6.7.2 of the JMC.

When asked if there is really a need to involve the Provincial DILG and the Provincial Government in the BUB process, all of the selected respondents said that the Provincial DILG should have a role. The specific roles cited for the Provincial DILG are along the following areas: i) for evaluation of submitted LPRAP documents as to completeness, accuracy and consistency with JMC provisions; ii) to attend to administrative concerns of the LGUs in terms of BUB implementation, such as in the allocation of funds and subsequent follow-up/consolidation of liquidation reports on the conduct of CSO Assemblies; iii) coordination/facilitation of the conduct of the provincial LPRATs' orientation; and iv) to disseminate RPRAT feedbacks/comments on the LPRAPs. Moreover, as the MPDC of Lagonoy mentioned, it is part of the protocol to involve the Provincial DILG.

As to the Provincial Government, most of the respondents preferred that they should not be involved. A few were in favor of giving them a role while others qualified that their role should only be limited to providing additional funding or counterpart to the BUB projects. Various reasons were given by the respondents why the Provincial Government should not be involved. In Goa, respondents thought that their involvement may further lengthen/delay the process of approval for the LPRAPs. Furthermore, involving the Provincial Government will eradicate the essence of BUB. From Lagonoy, they said, "Mababastos lang ang BUB; enough with NGAs handling the projects"; BUB might be politicized with Provincial Government; projects for CSOs might not be realized. In Libmanan, most of the respondents did not want the Provincial Government to be involved due to their bad experience with the Provincial Government in 2014. The study team learned that the Provincial Government influenced the SB not to pass the 2014 LGU budget until the Mayor transferred to their political party. This resulted to the delays in the release of KC and BUB funds and late implementation thereof, as well as the non-availment by the LGU of the Seal of Good Housekeeping.

IV. CONTRIBUTION OF LPRAP TO POVERTY ALLEVIATION

The BUB, aside from its objective of promoting good local governance, is also aimed at attaining poverty reduction/alleviation at the local level. In fact, the size of the grant allocation for BUB per LGU is based on the number of poor persons as indicated by the National Household Targeting System multiplied by Php700 per person.

Given that only a number of projects since the FY 2013 LPRAPs have been completed and a larger number of the FYs 2013 and 2014 projects are still on-going and/or yet to be started, what can be done at this stage is just to gauge the potential effect on poverty, based on the number of poor barangays covered by the BUB projects. Moreover, given the lack of data at the municipal and barangay level, this report merely relied on the CBMS data of the three LGUs, which are of different reference periods. The number of barangays covered by the BUB projects with specific locations for the 4 sets of LPRAPs (for FYs 2013 to 2016) per LGU, and further disaggregating this as to those barangays which are worst off/higher and those which are better off/lower in terms of the average municipal poverty incidence (MPI), could give us a sense of how responsive the projects are in alleviating poverty. This does not consider, however, the type and quality of the projects implemented and/or yet to be implemented. The summary table below could give us to some extent, an indication as to the potential responsiveness and equitability of the BUB projects to poverty alleviation.

Table 27. BUB Sub-projects' Coverage of Poor Barangays in the Three LGUs of Camarines Sur¹

Particulars	Goa	Lagonoy	Libmanan	Total Bgys.
Total no. of bgys	34	38	75	147
Municipal Poverty Incidence (MPI)	69.03 (2012 CBMS)	75.20 (2011 CBMS)	52.44 (2008 CBMS)	
No. of bgys with poverty incidence \geq municipal poverty incidence	19 (55.88%)	25 (65.79%)	45 (60%)	89
<input type="checkbox"/> w/ BUB projects	14	18	36	68
<input type="checkbox"/> w/o BUB projects	5	7	9	21
No. of bgys with BUB projects	25	29	50	104
<input type="checkbox"/> w/ poverty incidence \geq MPI	14	19	36	69
<input type="checkbox"/> w/ poverty incidence $<$ MPI	11	10	14	35
No. of bgys with 3 BUB projects	None	3 bgys (\geq MPI: 75.20)	4 bgys (3 bgys \geq MPI; 1 bgy \leq MPI)	7
No. of bgys with 2 BUB projects	14	11	7	32
No. of bgys with 1 BUB project	11	15	39	65

Without double-counting of the barangays covered by the BUB projects, about 104 out of the 147 (70.7%) barangays in the 3 LGUs will benefit from the sub-projects. However, if we look further at the number of barangays with projects which are worst off in terms of the MPI

¹Excludes the projects with Municipal-wide coverage

for the 3 LGUs, only 69 barangays or 66.3% out of those covered by specific projects are to be benefitted. Nonetheless, if we compare this with the total number of barangays (with and without projects) which are worst off in terms of the MPI, or 89 barangays for the 3 LGUs, this translates to more than two-thirds of the poorer barangays, or a targeting efficiency rate of 77.5%. If projects will be realized and implemented efficiently as targeted for the 69 poorer barangays, it is expected that a significant edge on poverty reduction may ensue.

Across the 3 LGUs, Libmanan shows the greatest potential targeting efficiency rate of poorer barangays (ratio of the number of barangays with poverty incidence rates higher than MPI) covered by BUB projects, to the total number of barangays which have poverty incidence rates higher than MPI (with or without BUB projects) at 80%. Lagonoy and Goa, are estimated to have 76% and 74%, respectively.

While there are still 43 barangays (29.3% of the total number of barangays) in the 3 LGUs which have not been identified as specific beneficiaries of any BUB projects yet, there are 32 barangays which will get 2 specific projects each, and about 7 barangays with 3 projects each. This indicates a total of 39 significantly benefitted barangays, which is 26.5% of the total. It cannot be said outright, however, if this shows an inequitable distribution of BUB funds, since the 39 barangays which received 2 or 3 projects may really need them most, relative to the 43 barangays which did not receive any.

Are livelihood projects contributing to poverty reduction? - A mix of CSO and LGU respondents in Lagonoy as well as in Goa and Libmanan raised various concerns related to livelihood projects but it was the MPDC in Lagonoy who vividly articulated the issue on whether livelihood projects are contributing to poverty reduction. In Lagonoy, for FY2013 LPRAP, 1 DOLE project on livelihood for soft broom makers has been completed and another one by DA on agri-business development is still being processed. For FY 2016, 3 more livelihood projects were approved for DOLE, TESDA and NAPC funding. The MPDC raised that while there is a general perception that livelihood projects perfectly fit (“swak na swak”) as an intervention to reduce poverty, there are loopholes on the manner of implementing these projects. To quote, “Bakit hindi maibigay ng tama ang mga proyekto; ano ba talaga ang tama; CSO naman ang nag-identify ng proyekto at sila din ang nag-implement; bakit walang impact sa poverty reduction?” Following are some concerns brought up during the KII: (i) livelihood projects, in general, is not a guarantee that positive changes will happen; it is time to assess the extent of impact of these projects on intended beneficiaries, given the amount of money poured into the project nationwide; (ii) what type of livelihood projects should be implemented to create impact; what type of services should be provided by these projects; the CSOs in Lagonoy, for example, clamor for financial capital but the menu of projects could only offer assistance in kind, e.g., equipment; (iii) do the identified livelihood projects match the needs of target beneficiaries; are BUB livelihood projects targeting the right beneficiaries; and (iv) what amount should be considered adequate to create an impact. Related to item (ii), respondents also raised that the conduct of skills training (which is always part of the livelihood package of assistance) is a waste of time and resources. It has to be considered that most CSO recipients are accredited and for the longest

period that they have been accredited, were also recipients of a lot of trainings. As the MPDC said, “gasgas na ang mga skills trainings”.

V. SUBPROJECT IMPLEMENTATION FOR FY 2013, FY 2014 AND FY 2015

1. Status of implementation

1.1 FY 2013 LPRAP

In the 3 study sites, the implementation of the sub-projects under FY2013 LPRAP has been very slow where only 7 out of the 35 sub-projects (or 20%) have been completed as of the date of KII and FGD in February to March 2015. The distribution of completed projects by LGU is as follows: 2 out of 9 (22.22%) in Goa, 2 out of 14 (14.29%) in Lagonoy, and 3 out of 12 (25%) in Libmanan. Delays in implementation were caused by various reasons such as occurrence of typhoons, non-coordination of implementing agencies with the LGUs, intervention of the Mayor, problems related to procurement, and LGU’s lack of technical expertise.

Goa - In Goa, there are nine (9) approved sub-projects of which eight (8) are under the DA and one (1) under the DOH. The LPRAP’s total BUB budget from the national level is P11.6 Million. Only two (2) projects have been completed, one (1) under DA and another one (1) from the DOH. The DPWH implemented the DOH project without involving the MHO who was just informed about the project. A review of the regional agencies’ report on the status of projects presented during the Provincial LPRAT orientation, revealed inconsistencies with information gathered from the KII respondents. For example, four (4) DA projects were reported “completed” but validation with the Municipal Agriculturist and other MLGU respondents showed that the agri inputs were just delivered and that the projects are still ongoing or are partially complete (in the case of 2 FMRs). Two (2) DA projects on vegetable production have been damaged by Typhoon Glenda. Intervention of the Mayor was also observed in the implementation of two (2) DA projects. To wit, the construction of bio-liquid fertilizer production plant was suspended by the Mayor because he did not want the design although at the time of the KII, the construction was about to continue. Another project, the “establishment of the Goa Tilapia hatchery and nursery cum fingerlings dispersal” was changed to “fingerlings dispersal” because the Mayor did not like hatchery (**Table 28**).

Lagonoy – This LGU has no seal of good housekeeping and thus, not qualified to implement BUB projects. Since 2013, participating NGAs and their regional offices have been doing the implementation, downloading the funds or providing resources direct to the barangays or CSOs. Because each agency has its own set of implementation guidelines, e.g., on project proposal preparation, procurement, auditing, paper requirements, etc., concerned agencies like the DSWD and DA have conducted their own orientation among their corresponding LGU and community partners. Respondents said that the DSWD, DOLE and DA have been coordinating well with the LGU.

Table 28. Status of the FY 2013 sub-project implementation in three study sites, Camarines Sur

Status	Goa	Lagonoy	Libmanan
Completed	1-DA 1-DOH	1-DOLE 1-DSWD	3-DA
Ongoing (% completed)	2-DA(50%); damaged by Typhoon Glenda 2 -DA (20%); 1 -DA (no MOA) 1-DA (construction suspended) 1-DA (inputs not yet procured)	1-DSWD (99%) 1-DSWD (98%) 1-DSWD (95%) 1-DSWD (65%) 1-DSWD (57%) 1-DSWD (42%)	1-DA (80%) 1-DSWD (98%); CSO beneficiaries returned substandard equipment delivered;
Funds downloaded, implementation not yet started			1-DA (for bidding on Mar 2015 but no supplier wanted to bid) 1-DA (change of project) 3-DA (for bidding) 1-DSWD (for bidding)
Waiting for funds to be downloaded			1-DA (transferred to BFAR; problem with cluster municipality)
Unfunded/will not be implemented		1-DA (no proposal submitted by Mun Agric; unfunded) 1-DepEd (unfunded, but to be implemented FY2015)	
Others		4-DENR (CENRO/ DENR claimed project was completed but MLGU did not see project; DENR did not coordinate w/ MLGU)	
Total no. of projects	9	14	12
Total BUB-NG cost	11.6 million	P17 million	P30 million

Out of the 14 approved projects with a total budget of P17 million under the FY 2013 LPRAP, there were only 2 completed projects, one (1) on livelihood (DOLE) and another on the construction of day care center (DSWD). DOLE's livelihood project, though already completed, was also delayed because of the wrong timing of procuring the inputs (tiger grass)

when tiger grass was not in harvest season. DSWD was doing well with six more ongoing projects of which three (3) are almost completed (**Table 28**).

Problematic projects were those under the DENR, DA and DepEd. The DENR Regional office claimed that 4 projects on sustainable environment have been completed in the far-flung north coastal areas. However, most LGU and CSO respondents said that the DENR regional office did not coordinate with the LGU and has not been providing reports to the MPDC. Respondents said they have not seen the DENR projects and were not aware of the budget allocation and expenses as well as the barangays covered. On the other hand, two projects (DA and DepEd) were unfunded although the LGU was informed that the DepEd project will be funded and implemented for FY 2015.

As an internal policy, the DSWD used the KC approach in implementing social infrastructure projects under the BUB. In Lagonoy, there were delays in the implementation of the 2013 DSWD social infra projects partly because of the frequent turn-overs of the KC Area Coordinator and KC Community Facilitators. For almost 4 months, there were no DSWD-KC technical assistance in the LGU. Since they were also signatories to bank checks, there was also frequent change in the signatories.

Respondents were not satisfied with the completed as well as ongoing projects because of too much delay in implementation. Some respondents thought that CSOs interest and eagerness to participate in the BUB have waned because of the delay in the implementation of most of the approved projects since 2013. While the planning process was too demanding in terms of process and deadlines, the projects preparation and release of funds was so slow.

Libmanan – It has a Seal of Good Housekeeping - Silver category based on its financial housekeeping achievement in 2012 and was qualified to implement the FY 2013 BUB sub-projects. Under its P30 million-funded FY 2013 LPRAP, there are twelve (12) approved projects, ten (10) of which are funded by DA and two (2) by DSWD. The LGU has only completed three (3) of the 12 approved projects (**Table 28**). Two (2) ongoing projects (DA and DSWD) are 80-98% completed. There are still six (6) more projects which have not yet started implementation while one (1) project is still waiting for the downloading of funds.

Respondents were generally not satisfied with the implementation of the completed projects. For instance, they felt that the BUB funds for the DA's Umalo-Concepcion road was not efficiently used because the site of implementation is near the town proper and relatively not a depressed area (some alluded that the Mayor lives near the area). Also, per program of works (POW), one lane was shorter by 3 meters due to an error of the contractor on the starting point of the construction. The road has no shouldering that will prevent erosion of soil. Some commented that the completed road could have been longer considering its cost of P20 million. They said the contractor got a large profit from the project.

In one women's livelihood project which is almost completed, beneficiaries returned the equipment to the supplier as they found these below standards. On cassava production, some

respondents complained that with much delay in the awarding of suppliers, there was delay in the distribution of farm inputs.

In some projects where funds were already downloaded, there were also problems encountered that delayed the start of implementation, e.g., changing of projects, reluctance of suppliers to participate in bidding because government is known for delayed payments.

During the KII with the Mayor, she said that she was not satisfied and raised the delay in implementation. She realized it was hard to implement livelihood projects which were mostly identified by the CSOs during planning. There were no interested suppliers and bidders. While CSOs chose the projects during planning, they were not active/helpful in the implementation stage, e.g., completing the submission of paper requirements for the projects. “Dapat tutok din sila”. She said that each department head with BUB projects should track the implementation of projects and guide participating CSOs in their tasks. For FY 2014 LPRAP, she has already designated a monitoring team composed of 4-5 subgroups to be headed by the concerned department heads, e.g., livelihood c/o MA or infra c/o Municipal Engineer.

The Municipal Budget Officer also commented that it was difficult for the LGU to implement livelihood projects. For its livelihood skills training, the LGU had to request for resource persons from DTI and TESDA since the LGU has no expert staff on this and that they just administered payments for the project. To lessen the burden of the LGU, the budget officer suggested that the implementation of livelihood projects be given to the concerned NG or to the CSOs and that the LGU will do the monitoring. In the first place, the CSOs were the ones who identified the projects. With the numerous livelihood projects, “hindi na makasabay ang LGU”. She said that the LGU prefers implementing infra projects “dahil sanay kami doon”.

In LGU like Libmanan where livelihood projects identified by the CSOs are slowly being implemented, an evolving issue was articulated by the LGU respondents. The LGU is not prepared to implement this type of project because they have no technical capacity or expertise. Hence, LGUs still prefer to implement infrastructure projects which are within their comfort zone. The challenge here for the BUB central management is how to change the LGU mindset to go out of their comfort zone as well as improve their technical capacity in implementing livelihood projects.

1.2. FY 2014 LPRAP

Compared to the FY2013 LPRAP, the number of sub-projects for FY 2014 went down from nine (9) to one (1) in Goa and from fourteen (14) to five (5) in Lagonoy. In Libmanan, the BUB funds were further spread from twelve (12) to twenty-six (26) sub-projects (**Table 29**). Only 1 project has been completed and this is a DSWD project in Lagonoy. In Libmanan, the implementation of projects has been greatly affected by the delayed approval of its Annual Budget and the release of counterpart funds due to political conflict of the Mayor with the SB.

Goa–The water supply system (Phase 1) was the only project approved for 2014 implementation. The lacking requirements (includes the detailed engineering design and certification of the Mayor) were submitted only last January 2015. Funds for this should have been obligated last December 2014 but per information received by the MLGOO, as of the time of the interview, funds have been reverted back to DBM. The LGU is expecting that funds will be released by 2nd week of March (note: as of April 15, CM/MLGOO reported that funds are not yet released). The required LGU counterpart for this P17M national government funding was placed at P4.03M but per MLGOO, the LGU provided a larger amount at P10M.

Table 29. Status of the FY 2014 sub-project implementation in three study sites, Camarines Sur

Status	Goa	Lagonoy	Libmanan
Completed		1–DSWD	
Ongoing (% completed)			1–DA (15%) 1–DILG 1–DSWD 1–DOH 1–DSWD (change of location) 1–DTI (change of project)
Funds downloaded, implementation not yet started			
Waiting for funds to be downloaded	1–DILG	2–DSWD	13–DA 1–DENR 1–DSWD (change of project) 3–DSWD
Realigned		1–DSWD (realigned to Senior Citizen Center)	
Unfunded/will not be implemented			2–DSWD
Others		1–DA (proj prop w/ prog of works not yet done c/o Mun Agric & Mun Engr)	
Total no. of projects	1	5	26
Total BUB-NG cost	P17 million	P17 million	P33 million

Lagonoy - Out of the 5 approved projects, one DSWD project was completed (seawall/riprap in Himagtocon, San Sebastian, Omalo and Cabotonan). Two DSWD projects are waiting for funds to be downloaded while one DSWD project on social pension was realigned for the construction of a senior citizen center (**Table 29**). Problematic was the DA project on coastal resource management. Despite orientation and support from the DA Regional office, the Municipal Agriculture Office has not complied with the submission of the revised project proposal, program of works and other paper requirements to the region. One LGU respondent shared that DA projects have always been identified in the LPRAP since 2013, but none have been moving. In spite of coordination done by DA Regional, the Municipal Agriculturist Office apparently was not cooperating. This is a concern because of foregone opportunity costs for the LGU in allocating counterpart funds for these DA projects.

The Mayor himself was not satisfied with the implementation because he was not informed by the implementing agency and barangays. He only knew about the implementation of projects after the bidding. According to the Mayor, it did not matter if he was not involved in BUB planning but at least during implementation, the barangays should have informed him.

Because the MLGU does not implement the approved BUB projects, coordination among the NGA, beneficiaries at the ground level (barangays, CSOs), and the MLGU should be in place. To realize this, LGU respondents suggested the following: (i) for NGA to officially write a letter to the MLGU informing them about the implementation of their approved projects in certain barangays; (ii) for NG to regularly inform the MLGU about the progress of implementation of their projects including operational problems; and (iii) for NGA to clarify the role of the MLGU in monitoring the implemented projects.

On implementing DSWD-funded small infrastructure projects using the Kalahi-CIDSS approach, some LPRAT LGU representatives expressed apprehension on the capacity of barangay volunteers to implement DSWD-funded projects. While volunteers have undergone intensive training for several days on bidding, procurement, auditing and other related functions on managing projects, respondents thought this was not enough, “hindi pa hinog”. Respondents shared their own experiences where it took them years of continuing training and practice before they were able to gain skills/expertise in managing projects. They suggested that MLGU technical people be also tapped by the barangays and CSOs, e.g., Municipal Engineer.

In spite of the delay, poor coordination and other problems encountered in the implementation of BUB projects, other respondents said that BUB has made a good impression on the people, “may balik-tiwala sa proyekto ng gobyerno”. This is because people know that the LGU, particularly the Mayor, could not meddle with the BUB funds. To spread the goodness of the project, they recommended that a good communication plan and information campaign about the BUB be conducted. In the barangay, a marker similar to Kalahi-CIDSS (showing the cost, date started and completed, etc.) may be posted to inform the public about the completed project.

Libmanan - Fourteen (14) DA and eight (8) DSWD projects dominated the 26 sub-projects under the FY 2014 LPRAP. While there were numerous livelihood projects (11), most of them had budgets which were only less than P1 million. There were only two (2) FMR projects but these already covered about 30% of the total LPRAP budget. Six (6) of the 26 approved projects under FY 2014 LPRAP are ongoing. Most (18) of the projects though are still waiting for the download of funds. Two (2) DSWD projects on social pension for senior citizens and college scholarship for PWDs and basic sectors will not be implemented anymore. Changes in projects were noted in one (1) DTI and two (2) DSWD projects, which were consulted with the CSO proponents.

Respondents complained about the slow implementation of projects. It was this year that the approval of the annual budget of Libmanan was very much delayed (approved on August 18, 2014) because of the political conflict between the Mayor and the SB opposition group. Consequently, the release of counterpart funds for KC and BUB was delayed. Also, since the approved budget is a requirement for the Good Financial Housekeeping, the LGU did not qualify for the SGLG. Another problem that the LGU has to hurdle were the unliquidated expenses of FY 2013 BUB projects. CSO respondents shared that it was disappointing and frustrating to know after undergoing the rigorous process of identifying and prioritizing projects, that the LGU has not been liquidating some of the 2013 projects and therefore cannot implement the FY 2014 projects.

There was also confusion in implementing BUB-funded KC projects. For FY2014, the construction of day care centers for 5 barangays (Concepcion, Labao, Puro-Batia, Taban-Fundado, and San Isidro) was prioritized in the LPRAP. According to the respondents, this was identified by the Day Care Workers Organization (as recommended by the MSWDO) who sat in the BUB planning. When the Municipal KC Coordinator and KC Area Coordinator were requested to manage the implementation of these, they did not know what to do. In the first place, how can they implement these projects which in the first place did not emanate from the PSA and did not go through the barangay assemblies. It was claimed that these are unfunded projects in KC and came from the result of prioritization in the PSA. But reviewing the records of PSA results, for example in Puro-Batia, since 2012 (cycle 1), DCC did not appear as a first, second or third priority. To address the problem, the BUB prioritized DCC projects were returned to the barangay assembly for consultation. Since this is BUB-funded, a separate community account was opened to avoid mingling with KC fund.

On procurement, the local finance committee respondents disclosed that for the KC projects (DCC), the LGU is running out of suppliers in Libmanan and their KC procurement volunteers have to engage with suppliers in Naga City or other nearby municipalities which entails additional expense, time and effort. This is because of the KC policy that suppliers who already had transactions worth P100,000 with the LGU will no longer be qualified to participate in the next procurement of the KC. Considering the many barangays involved in the implementation of community sub-projects, this is now a problem for the KC projects in Libmanan.

LGU respondents shared that contractors of road projects complained about the release of funds in tranches, e.g., 50-40-10 (which is based on MOA between LGU and NG). Contractors claimed that for a road project worth P5 million, they could easily complete it in one month. With the many paper requirements per tranche and the slow processing of papers, “tapos na ang project, wala pang release ng first tranche”. They suggested an 80-20 tranche release for small projects (P5 million and below) and 50-40-10 payment for bigger projects above P5 million. To lessen delay, respondents also suggested the use of conduits like the NGOs in procurement since they do not have to pass bidding to implement projects.

Another issue raised is related to the NG policy of providing assistance/inputs in kind rather than funds. In the case of LGUs in need of farm implements, the DA (region or national) may do the procurement and distribute inputs to the LGU. This will generate savings as procurement is done in bulk and will save LGU’s time and effort in bidding, etc.

1.3 Replacements in FY2015 projects

For FY2015, reduction was made by the national level in the BUB budget across all municipalities. **Table 30** shows that the allocation for the NAPC-funded Integrated Community Food Production in Goa and the DILG’s Flood Control Project in Lagonoy were reduced by P2.5M each while that of Libmanan’s Handiong Expedition Wharves was decreased by P3M.

Goa - As indicated in **Table 30**, there were 2 LPRAP projects proposed for FY 2015: the Integrated Community Food Production project (ICFP), with an initial BUB requirement of P6M and the Phase II of the water supply project, with a required BUB amount of P11M, or a total of P17M. The LGU counterpart was set at P2.03 M.

Per information provided during the CSO Assembly in October 2014, the budget for the ICFP was reduced to P3.5 M considering the P2.5M reduction made by the national level for all LGUs. It was reported by the MLGOO that initially, the Mayor wanted that all the BUB funds channeled to the Water Supply project, but this was not allowed since there are two agencies handling the proposed projects, that is, NAPC for the ICFP and DILG for the Water Supply project. As of the time of the KIIs/FGDs, there was no word yet on the final approval for the two proposed projects.

It was also noted that the Annual Investment Plan for 2015 has been approved by the Municipal Development Council (MDC) of Goa, which include the BUB funding for the Salintubig, in its meeting last December 12, 2014.

Lagonoy - The LGU’s total budget of P17 million was reduced by P3 million in 2015 based on a national decision which affected all LGUs. To comply with the national directive, the LGU reduced the amount allocated for the Flood Control Project. As of the time of the KII (mid-February), the 2015 Municipal Annual Budget, which provides the LGU counterpart to the BUB projects, has not been approved yet. Some respondents said the opposition in the SB was questioning the bloated budget of the office of the Mayor and returned the budget to the

executive office for revision. To avoid delay in the release of counterpart funds for BUB, approval of the budget was done by batch, ensuring that the budget for BUB is included in the earlier batch. Respondents also raised the recurring failure of the MLGU to comply with the requirements of the Seal of Good Housekeeping thus preventing them from implementing the BUB projects.

Table 30. LPRAP sub-projects for FY2015 and reduction in BUB budget allocation in Goa, Lagonoy & Libmanan, Camarines Sur

Municipalities	LPRAP Projects	NGAs	BUB-NG Cost	Replacement/changes
Goa	Establishment of water works system	DILG	11,000,000	
	Integrated community food production	NAPC	6,000,000	Reduced to P3,500,000
Total cost			P 17,000,000	P14,500,000 (revised)
Lagonoy	Salintubig-Provision of potable water supply	DILG	2,500,000	
	Core local road construction/maintenance/rehab	DILG	6,500,000	
	Rescue equipment	DILG	1,070,000	
	Flood control project	DILG	6,000,000	Reduced to P3,500,000
	Gulayan sa paaralan project	DepEd	330,000	
	Protective services: ECCD learning materials	DSWD	600,000	
Total cost			P 17,000,000	P14,500,000 (revised)
Libmanan	Farm implements	DA	5,000,000	
	Handiong expedition wharves	DA	8,000,000	Reduced to P5,000,000
	Construction of evacuation center – Malbogon	DILG	2,000,000	
	Construction of evacuation center – Cuyapi-Umalo-Ibid-Labao	DILG	2,000,000	
	Construction of evacuation center – Potot	DILG	2,000,000	

	Construction of evacuation center – Tampuhan	DILG	2,000,000	
	Construction of evacuation center – Inalahan	DILG	2,000,000	
	Construction of evacuation center – Mambalite	DILG	2,000,000	
	Potable water supply – Malinao	DILG	3,000,000	
	Potable water supply – Malansad Nuevo	DILG	2,000,000	
	Livelihood project	DSWD	1,000,000	
	Small irrigation projects	NIA	2,000,000	
Total cost			P 33,000,000	P30,000,000 (revised)

Libmanan - For FY 2015, no projects are moving yet. Out of the 12 approved projects, 9 are still waiting for the downloading of funds while no information were gathered from the 3 remaining projects of DSWD and DILG. Six out of 12 prioritized projects were construction of evacuation centers, the identification/prioritization of which was largely influenced by the barangay captains in the eMDC LPRAP workshop. Some respondents shared that the barangay captains thought that it was an easy way to secure BUB funding through this project (evacuation center) since it is in the NGA menu of programs, even though it is not a high priority in their barangay.

There was no replacement of projects but the LGU was surprised to receive an advice from the national government that the total amount for FY 2015 was cut from P33M to P30M. The LGU respondents said it was a decision from the national level which covered all LGUs. The LPRAT decided to get the reduction from the Handiong Wharves project, a tourism-oriented project identified/associated with the son of the Mayor.

Regarding the P20M allocation for NCDDP in Libmanan, the LGU respondents would like to be clarified whether this amount is available and when is it going to be available. Thinking that the money could be accessed for 2015, the LPRAT listed 8 projects which came from the PSA results as provided by the Municipal KC Coordinator (unfunded prioritized projects in cycle 1). These projects were indicated in the LPRAP document but on a separate list. Other respondents said that the LGU decided to first complete all current KC projects (from cycles 1 to 3) under the Millennium Challenge Corporation and close the book before rolling to the NCDDP phase. Uncertain about the NCDDP source, 4 out of the 8 barangays decided to avail of the current MCC-funded KC cycle 2 to implement their projects earlier listed under the LPRAP. Other barangays decided to wait for the NCDDP.

2. Improving BUB monitoring

2.1 Convening of the LPRAT by the Local Chief Executive (LCE)

From among the 3 LGUs, it was only the municipality of Libmanan which was able to use the LPRAT meeting (2 to 3 meetings from 2014 to 2015) as venue for discussion of the status of implementation of BUB sub-projects as well as for organizing the monitoring team for BUB.

In Goa, the three CSO members of the previous LPRAT who attended earlier the BUB project monitoring seminar in Libmanan, conducted their own monitoring of the Urban Gardening project and the Health facility project, as part of the seminar's requirement for selected soft and hard projects. The LPRAT monitoring team, though, has not yet been convened and has not done actual monitoring based on the project monitoring system and design prepared by the MPDC.

In Lagonoy, the Mayor has not convened the LPRAT to monitor BUB implementation but according to the MLGOO, there were informal discussions/consultations on the status of subproject implementation among the Municipal Administrator, MPDC and MLGOO. Some KII respondents shared that monitoring is done by individual agencies. For example, the MSWDO has regularly monitored DSWD projects with her regional and barangay counterparts. The MPDC, though not able to conduct on-site visit to far flung north and east coastal areas, has requested her representatives in the barangays to get reports from the barangay treasurer. Apparently, there is no concerted effort in monitoring BUB projects. While the 2014 AIP of Lagonoy indicated that a Program Monitoring Committee (PMC) was created to monitor and evaluate implementation of programs, projects and activities (PPAs) funded by local and national funds including BUB, the PMC seems to be not functional.

In Libmanan, a mix of LGU and CSO respondents shared that when the eMDC convened to discuss the feedback of the RPRAT on the LPRAP last Feb 10, 2015, it was an opportunity to also discuss the status of implementation of earlier projects. The SB Chair on Appropriations Committee asked each of the department heads to report on the BUB sub-projects they handle. During this meeting, the Mayor decided to create a monitoring team for BUB composed of the department heads. The meeting also tackled the need to allocate funds for the quarterly meetings from the office of the mayor. According to the respondents, a meeting has been scheduled during the week the study team was there for the KIIs and FGDs to discuss the details of monitoring. The Caritas (current LPRAT CSO Co Chair), which was heavily involved in the Third Party Monitoring in the past year, also offered to share the modules on monitoring hard and soft projects which they used in training and coaching community leaders on citizens-led monitoring of government projects.

2.2. *Involvement of CSOs in monitoring of subproject implementation*

CSOs have no role in monitoring sub-projects

When asked about their role in monitoring, CSOs gave the following comments: i) CSOs are only called during the CSO Assembly and LPRAP workshop because there are no regular meetings of the LPRAT; most of the CSOs do not know what happened to the projects they identified in the LPRAP afterwards; ii) it is not clear among the LGUs and the CSOs who the BUB focal point is; iii) they could not feel that they belong to a “BUB Family”; and iv) there is no single office which the CSOs can identify with BUB to attend to their queries; CSOs have to patiently visit each department to know the status of BUB projects; there is not even a bulletin board where CSOs could read and learn about the latest developments in BUB, e.g., where the money went and who actually benefited from the projects.

For most of the CSO and LGU respondents, when asked about the role of the CSOs in BUB monitoring, they said that only the LGU knows about the projects and that there were no reports or information provided to the LPRAT CSO members. And this sentiment was reflected in most of their responses on mechanisms to strengthen monitoring of subproject implementation (section 2.4).

On-the job training on Citizens-led Monitoring

Not all respondents were aware of the Third Party Monitoring in the 3 study sites in Camarines Sur. For those few respondents who knew, here are the stories they shared. In early 2014, the Caritas Diocese of Libmanan (CDL), in collaboration with NAPC, coordinated the conduct of training for community leaders in 8 municipalities of Camarines Sur including Goa, Lagonoy and Libmanan on citizens-led government project monitoring and evaluation (or the Third Party Monitoring). Participants were selected from the batch of CSOs elected as LPRAT reps for the FY 2015 BUB planning cycle. The participants/community leaders were organized into community monitoring teams (CMT) per LGU to monitor government projects such as infrastructure and livelihood projects under BUB. Trainers included livelihood specialist from the DSWD Regional Office, volunteer Engineers from the Concerned Citizens of Abra for Good Governance (CCAGG), and Project Management Staff of the Coalition for Bicol Development (CBD), an NGO coalition group in Camarines Sur affiliated with Code NGO.

In Goa, the current CSO Co-Chair, who was also a member of the LPRAT last year as one of the signatories, shared that there were 3 of the CSO LPRAT members then (GOPARRDS, Senior Citizens’ rep, GMEC rep) who attended the said training. The CSOs were introduced to monitoring selected hard and soft BUB projects after they were trained through the CDL. CSOs monitored two (2) selected projects for FY 2013, the HFEP and Urban Gardening in 100 days (about 3 to 4 months) from March to June, 2014. The CSOs monitored before, during and after the project for the soft type, and only after the project, for the hard type. It

was through this monitoring that they got the impression that the HFEP funds (P3M) were not totally used and some items were done even without the Program of Work. They also observed that the agriculture project was not fully implemented.

The same batch of LPRAT CSO reps in Lagonoy participated in the NAPC-CDL training and pilot monitoring of BUB sub-projects. Through the assistance of the Youth Alliance Professionals (YAP), a third party monitoring was conducted in the past year. But some respondents said that YAP has not shared the results of BUB monitoring they did in Lagonoy.

In Libmanan, participants underwent on-the-job training in monitoring an ongoing bridge construction in Barangay San Juan, Libmanan, implemented by a contractor supervised by the DPWH Regional Office. The CDL program officer who is the current LPRAT CSO Co-chair in Libmanan, was heavily involved in this training. In fact, during the KII with her, she shared a lot of information gathered from the pilot monitoring about the status of BUB sub-projects in 2013.

The Citizens-led monitoring may be considered a good practice but apparently it was not sustained after the funded project has been completed. According to the respondents in Libmanan who are aware of this pilot project, the results of the pilot monitoring have not been shared to the concerned LGUs and LPRATs. Also, not all community leaders trained in the Citizens-led monitoring got elected again as LPRAT CSO reps in the succeeding years and hence might not be tapped for monitoring. Hopefully, with the CDL who is now the current LPRAT CSO Co-chair in Libmanan, the results of the on-the job training on monitoring and the tools used in monitoring hard and soft types of projects will be shared to all the eight (8) municipalities involved.

2.3 Involvement of MLGOO in subproject implementation monitoring

The study team was informed by the MLGOO in Goa that MLGOOs in Camarines Sur were already provided by the DILG regional office with cellphones and tablets which will be used for the geo-tagging of BUB projects. The Community Mobilizer also informed the team that he was tasked to provide inputs to the MLGOO on the actual status of the projects. However, unlike the MLGOO, he was not provided with the mentioned gadgets.

2.4 Mechanisms or processes to strengthen monitoring of subproject implementation

Creation of a local monitoring team – Some LGU respondents recommended the creation of a local monitoring team to be composed of CSOs from the LPRAT. CSO respondents, on the other hand, wanted a mix of team members from the LGU and CSOs, which could be the LPRAT, with the team head coming from the CSOs. The beneficiaries and implementers of the BUB sub-projects should also be involved in monitoring activities.

Capacitating the monitoring team - The monitoring team, particularly the CSO members, should be trained in identifying operational issues and in looking at impact of projects on intended beneficiaries. The team may tap the services of available monitoring experts, e.g., Caritas, which served as one of the consultants in the recent Third Party Monitoring done in the 3 LGUs. Aside from having trained community leaders on citizens-led monitoring of government projects, Caritas has a layman's manual on monitoring hard and soft projects.

BUB monitoring focal – A few LGU respondents suggested that the focal for BUB monitoring should be the MLGOO. Another LGU respondent said the leader of the monitoring team should be someone who is well-placed in the community like the SB Chair of the Appropriations Committee.

Uniform monitoring tool - One MLGOO respondent suggested that the NG should issue a circular on the use of uniform BUB monitoring tool for all LGUs nationwide. The tool is a simple checklist to be accomplished quarterly with pictures of the projects attached to the report. A mix of LGU and CSO respondents said that the Program of Works (POW) of implemented projects should be used as reference tool in monitoring.

Budget – One LGU respondent recommended that in order to generate funds for monitoring, 3-5% of the BUB funds should be retained to the LGU for engineering supervision and monitoring.

Creation of a one-stop LGU office for the BUB – Most of the CSO respondents commented that the BUB, whose budget is much bigger than the KC, deserves a one-stop office where anyone may inquire about the status of the BUB. Aside from this, an information board (something similar to the bulletin board of the Full Disclosure Policy) which provides all the details about the BUB accomplishments and spending may be put up in the office.

National level monitoring – Over and above the local monitoring, a mix of CSO and LGU respondents said that there should be a national level monitoring to be conducted by an independent body such as the Philippine Institute for Development Studies (PIDS). “May ngipin nga ang mga CSOs pero hindi matalim. Kailangan ay yung katatakutan ng LGUs.”

3. NGA performance in the implementation of the BUB sub-projects in FY 2013 and FY2014

Views and perception of the respondents on the performance of NGAs in the implementation of FY2013 and FY2014 BUB sub-projects vary in the 3 study sites. In general, DSWD is viewed as a good performer in Lagonoy and Libmanan (note: no DSWD project in Goa) because most of its approved projects were implemented and that it consults regularly with the LGU. However, one CSO in Libmanan described her experience in requesting for the master list of 4Ps beneficiaries from the DSWD as so bureaucratic because she was advised to go to different offices, e.g., DSWD regional office in Legaspi City and then back to MLGU office. DA was viewed as a good performer in Libmanan because of the MA's good

working relationship with the CSOs but respondents in Goa and Lagonoy complained about the slow downloading of funds from DA. DOLE, DTI and DILG were also perceived as good performers.

Table 31. Views of LGU & CSO respondents on NGA performance in the implementation of the BUB sub-projects in FY 2013 and FY2014: Goa, Lagonoy & Libmanan, Camarines Sur

	Good performers		Not good performers	
	NGAs	Reasons	NGAs	Reasons
Goa (with SGH)	No agency cited among 3 NGAs (DA, DOH, DILG)		DA DOH	Slow in downloading funds; not providing accurate progress reports to local level; MHO not consulted (just informed) in project design preparation; many complaints on the constructed bldg. (defects in toilets, cabinets, doors, etc)
Lagonoy (has no SGH)	DSWD	Most of its approved projects were implemented; coordinates well with LGU; gives regular feedback to LGU; consulted LGU re. implementation problems	DA	Slow in moving projects due to non-compliance and non-cooperation of the municipal agriculture office;
	DOLE	Shared info; coordinates w/ LGU	DENR	Not coordinating with the LGU; claimed that projects have been completed but no reports given to LGU/MPDC
	DILG	Shared info; coordinates w/ LGU	DepEd	Approved projects were unfunded;
Libmanan (with SGH)	DTI	Downloads funds fast;	DENR	Not coordinating w/ LGU & CSOs; “walang delikadesa sa pagpalit ng project at ng budget”
	DA	M Agriculturist assigned staff dedicated to BuB concerns; has good working relationship w/ Caritas;	DSWD	One CSO said it was very difficult & so bureaucratic to get a copy of the master list of 4Ps beneficiaries;
	DSWD	Helpful		
	DILG	Helpful		

DENR was consistently viewed as a poor performer in Lagonoy and Libmanan (note: no DENR project in Goa) and this perception was found out to be region-wide when the study team attended the Provincial LPRAT Orientation in Naga City. In Lagonoy, DENR did not coordinate with the LGUs in implementing its sub-projects but the agency claimed to have

completed the projects. According to the LGU/MPDC, they did not receive any accomplishment reports nor seen the projects. DepEd was also viewed as a poor performer for not coordinating well with the LGU regarding its unfunded projects.

VI. CONCLUSION

In the three (3) study sites of Camarines Sur, there was general improvement in the participation of the CSOs in the CSO Assembly. The combined CSO attendance rate in the 3 LGUs was more than 60%, with the farmers' organizations dominating the attendance in the CSO Assembly. Sectors which were not adequately represented were the indigenous people (IP), persons with disability (PWD), youth and the business sector. There is a need to improve CSOs/BDC Vice-chairs' representation of the distant rural poor barangays. The CSOs were generally active during the workshop with the level of participation higher among CSOs in Lagonoy and Libmanan than in Goa. The farmers' groups in all LGUs were active during the assembly. In the KC municipality of Libmanan, CSO leaders were more active than BDC Vice-chairs. The conduct of the poverty situational analysis, constrained by lack of data and outdated CBMS, relied on CSOs observations, experience and exposure to social, economic and other issues on the ground. Though results of the Participatory Situation Analysis (PSA) in the Kalahi-CIDSS barangays were available, these were not presented and utilized. A number of "old" CSOs reps for the FY2015 LPRAP were again elected for the FY2016 action plan. Issues on collusion among CSOs and political intervention in the selection of LPRAT CSO/BDC Vice-chair reps were raised. In general, the LPRAT is not functional. Except for the conduct of the LPRAP workshop and one to two meetings to discuss revisions of the LPRAP, the LPRAT had no regular meetings to discuss issues related to the implementation and monitoring of approved BUB sub-projects.

In terms of attendance and participation of the LPRAT CSO reps in the LPRAP Workshop, Libmanan and Lagonoy fared well compared with Goa. Also, learning from the past year's experience, Libmanan, instead of inviting the entire Enhanced MDC, was able to limit attendance to LPRAT members only. In Lagonoy and Libmanan, there was more space for CSOs to participate in the identification and prioritization of issues and strategies/projects during the LPRAP workshop. In Goa, CSOs' choices of projects were overruled by the Mayor's strong recommendation for the Salintubig project. However, evidences revealed other windows for political intervention in the inclusion of sub-projects in the LPRAP, e.g., during the preparation of Project Briefs after the LPRAP workshop in the case of Lagonoy and during the presentation of the LPRAP in the eMDC, which called for a second LPRAP workshop to accommodate the demands of the Barangay Captains for more road projects, in the case of Libmanan. There were more negative than positive comments on the NG menu of programs putting across the concern that the menu of programs was limiting the choices of the CSOs/BDC VCs. Positive comments (e.g., better to have a ready list, selection of specific interventions is easier) came mostly from the LGU respondents.

The implementation of approved BUB sub-projects since 2013 has been very slow with only 7 completed out of 35 projects approved in 2013 and 1 completed out of 32 projects approved in 2014. NGAs perceived to be good performers were DSWD, DILG, DOLE and DTI while DENR and DepEd were not good performers. The LGUs had mixed perception about DA with Goa and Lagonoy complaining about its slow downloading of funds. HFEP implementation in Goa by DOH thru DPWH did not involve the MHO in terms of the design. With Goa's single project of Salintubig costed at P17 M under the FY2016 LPRAP, an issue was raised: *is a single big impact infrastructure project better under BUB than a number of small scale livelihood projects for poverty alleviation in the long term?* On the other hand, there is now an increasing number of livelihood projects included in the LPRAP though budget allocations were relatively small compared to infrastructure projects. While this may be construed as an indication of responsiveness to CSO proposals, a mix of LGU officials and CSO leaders raised some issues on sustainability of the livelihood projects and their responsiveness to alleviating poverty. Another evolving issue is the preparedness and capability of LGUs to implement the increasing number of approved livelihood projects when there are no technical experts at the MLGU level, e.g., LGU has to request for technical assistance from DTI and TESDA at the regional level.

The Enhanced BUB modality has not shown comparative advantage over the Regular BUB modality as shown in Libmanan. The BDC Vice chairs were not able to bring in their experiences in participatory barangay development process because they had no leverage over their barangay captains as well as over the more active CSO leaders involved in the BUB processes. The results of PSA from the KC, even if available were not extensively used in the identification and prioritization of issues and strategies for the BDP and for LPRAP. There seemed to be a disconnection between BUB and KC and interface between the two approaches is not clear.

Overall, in spite of all the issues raised, some benefits of the BUB have been recognized. Respondents perceive BUB has value added in terms of securing funds for the CSOs regardless of political affiliations of the Mayor. Some respondents perceive that the needs of the grassroots are now given solutions and to a certain extent, the movements of the politicians were controlled, e.g., they could not meddle with BUB funds. The BUB gave the CSOs an opportunity to experience the participatory process of identifying and prioritizing issues and strategies/projects even if only during the CSO Assembly and the LPRAP workshop. With BUB, more venues for LGU-CSO interactions were opened, e.g., in processing requirements for funds release and implementation of approved BUB sub-projects, in complying with LGU accreditation of CSOs, in getting updates about the status of proposed projects, etc., and in the process of greater frequency of transactions between the two sides, LGU-CSO relations were improved. BUB has also improved inter-CSO relations. For example, bigger NGOs like the Caritas Diocese of Libmanan helped smaller NGOs/POs to be organized and have access to capability-building opportunities to be able to get LGU-accreditation and eventually be entitled to grants being offered by the LGU.

VII. RECOMMENDATIONS

The following recommendations may be considered to further improve the operationalization of the BUB planning and implementation in the succeeding years.

1. Preparatory steps prior to BUB

1.1. In future JMC issuances, the timelines indicated should be realistic enough so that LGUs will take these seriously

JMC Number 5, dated October 1, 2014 was issued/released to the DILG Regional Offices on October 3, 2014 through a Memo signed by former DILG Usec. Fernandez. However, noting the timelines set in the JMC 5, it looked like the BUB activities have been rushed up again. The actual implementation of the BUB activities in the three study areas of Camarines Sur, for instance, were delayed by more than a month relative to the milestones indicated in the JMC.

1.2. Wider dissemination of information about the conduct of the CSO Assembly

There is a need for a wider dissemination to all barangays on the conduct of the CSO Assembly in order to encourage better participation among CSOs and that the public may know about this important government program. Dissemination is through all possible means, such as the radio, meetings of Barangay Captains, barangay assemblies and other fora, and provision of leaflets/flyers, among others. The different offices and employees in the LGU may also be mobilized to help in the information campaign to CSOs.

2. Social Preparation

To prepare the CSOs for more active interaction and discussion during the CSO Assembly and produce better outputs, the following are recommended.

2.1. CSO mapping

There is a need for a thorough mapping of CSOs in all barangays. It was noted that the DILG has issued the “Thrusts and Directions for Regional Coordinators and Community Mobilizers for 2015” in February of this year, which requires among others, the updating of the Consolidated CSO Mapping by the RCs and the CMs every quarter of which the first Updated CSO Map was to be submitted in March 31, 2015. In this mapping, the master lists from various networks in their Areas of Responsibility (AORs), particularly those belonging to NAPC’s Sectoral Assemblies (14 Basic Sectors), will be obtained as basis. If this will be fully implemented, there will be an emergence of CSOs in the upland/more distant barangays that did not have representation in the FY 2016 CSO Assembly. Some respondents suggested that the LGU should allocate budget for the conduct of CSO mapping and involve the

barangay officials, the barangay-based Health, Nutrition & Day Care Workers and the CSOs/POs.

On the IPs, Section 4.9 of JMC 5 indicates that in LGUs where the IPs comprise over 20% of the population, one of the elected LPRAT CSO reps must come from the IPs. During the FGDs, the study team was informed that there are 7 barangays in Goa with IP groups, which already form around 20% of the total number of barangays (the percentage of the IP population need to be validated). To ensure that the IP groups will be properly represented, there should be deliberate effort to include them in the CSO mapping.

2.2. Expand efforts to promote federation of CSOs belonging to the same sector

Smaller CSOs within the same basic sector like the farmers' CSOs can be federated so as to have stronger voice in the CSO Assembly. An example of this is the Goa Agri-Producers and Processors Association (GAPPA), whereby DA is encouraging the membership of the smaller farmers' groups. Federation of farmers will allow the group to not unduly overrule the other sectors in their representation to the CSO Assembly.

2.3. Conduct of pre-CSO assembly, preparation of sectoral agenda and capability building

Pre-CSO assembly and sectoral agenda building - The NAPC Provincial Focal, during the KII, suggested the conduct of a pre-CSO Assembly similar to the practice of the People's Council in Naga City. Sectoral agenda building even before the pre-CSO Assembly was also suggested to enable the sectors to discuss more thoroughly their sectoral concerns. This requires, however, that funds are provided for these activities. The Naga City People's Council, in its case, accessed funds from various sources like the UNDEF and PhilAm fund.

Local Government Academy (LGA)-managed training - With the DILG-issued "Thrusts and Directions for RCs and CMs" earlier mentioned, capability building for BUB stakeholders are now required to be conducted. The focus will be along project development, monitoring and evaluation, local governance, leadership and organizational strengthening. Trainings and seminars are to be conducted in 236 LGUs (136 LGUs proposed capability building in their LPRAPs while the other 100 LGUs are for the broad network of CSOs), which will be managed by the LGA thru their accredited local resource institutions. If these will be implemented, the CSOs are expected to become more equipped and can more actively discuss/defend their concerns in the CSO Assembly, LPRAP workshop and other related activities.

Other suggestions for strengthening capacities of CSOs: CSOs need to improve on planning and managing projects (leadership training, bookkeeping, financial management, government planning and budgeting cycle, data use and analysis for planning) which could be done through the following approaches: i) mentoring and coaching for CSOs to learn how to engage LGU in discussion/argument without being aggressive/combatative; how to become

watchdogs; ii) bigger CSOs to emulate the good practice demonstrated by Caritas of helping small CSOs/POs to be organized and accredited to have access to development assistance; iii) conduct of regular small group discussion like the FGD done with PIDS to discuss about real problems and specifics about the program; and iv) a portion of the BUB fund should be allocated to improving the capacity of CSOs and organizational strengthening.

To complement these, there should also be mentoring and coaching of LGUs on how to deal with CSOs, how to think out of the box and act beyond their comfort zone.

2.4. Increased investment in social preparation

As mentioned earlier, the Naga City Peoples Council accessed funds from external sources to fund the conduct of Sectoral Agenda activities. For a sustained implementation, however, the national government should be able to allocate funds for social preparation activities of CSOs, if BUB will still be continued in the next Administration, if not institutionalized. It would be hard or biased for the LGUs to be the sole funder as it might be politicized.

Additional investments should also include the provision for additional manpower, such as the Community Mobilizers, who play a critical role in social preparation for CSOs. Although there has been a big improvement in the number of LGUs covered by the CMs, more are still needed to implement the DILG directive. As voiced out during the KIIs, logistics support for the CMs should be improved, e.g., increase in transportation and communication allowance to be able to do frequent fieldwork and to separate this from their basic pay. The NAPC focal persons' allowance may need to be upgraded also, if greater demands are expected from them, considering that their allowance at present is much lower than that of the CMs.

2.5. Review of the roles of the BDC Vice-chairs in the Enhanced MDC

There is a need to review the membership and roles of the BDC Vice-chairs in the eMDC. For large municipalities like Libmanan which has 75 barangays, the LGU has always encountered problems in getting a quorum to push for an eMDC meeting. The LGU would need more or less 100 attendees for a 200-member eMDC meeting to approve the business agenda. Related to this are more issues that need to be clarified such as: at what level will the BDC VC's presence be more valuable, at the barangay or municipal level; to what extent have the BDC VCs used their experiences in barangay development planning to complement CSOs sectoral experience; address the issues on the manner of selection of the BDC VCs at the barangay level.

2.6. Interface between BUB and Kalahi CIDSS

Based on the experience of Libmanan, there is a need to clarify/concretize at the operations level the interface between KC and BUB in the Enhanced BUB modality. It should be clear (may be through a set of guidelines) how results of PSA can be utilized in BUB planning and how the BDC VCs presence could be maximized in BUB planning given their experience in

barangay development planning. In the case of Libmanan, BDC Vice-chairs are viewed as mere rubber stamps of the barangay captains in the eMDC.

2.7. Clarify the roles of the DILG-appointed Community Mobilizers and NAPC-Affiliated BUB Focal Persons

The study team observed that in the 3 LGUs of Camarines Sur, the NAPC focal person was not around during the CSO Assemblies and LPRAP workshops. Section 6.2 of JMC number 5 states that the NAPC and the CM shall assist the DILG in convening the Assembly. Based on the KII with the NAPC focal person, he was expected to assist at least 5 LGUs that have demand for him to observe the process (at least 5 LPRAP workshops) and to monitor at least 5 projects. Being alone in the entire province of Camarines Sur, he relies heavily on the feedbacks of the CMs, with him just attending to the problematic LGUs. He also indicated that the CMs are not required to submit reports to them, but only on a voluntary basis. Given this situation, it may be necessary to include in the guidelines the delineation of roles between the CMs and the NAPC focal persons.

3. Conduct of CSO Assembly

With the observed drawbacks in the conduct of the CSO Assembly as described in the preceding sections, the following are recommended:

3.1. Preparation and sending of notice and invitation

Two-week notice - Both the Notice of CSO Assembly and the sending out of invitation letters should be done at least two weeks before the CSO Assembly. Follow ups/confirmation of their attendance should also be done through text messages or calls, so that the CSOs would be appropriately reminded.

List of SB-accredited CSOs as basic reference - The list of SB accredited CSOs should be the basic reference for the Notice and invitations, and not to leave out the other CSOs as this may be construed as due to political reasons.

Ensure complete information in the invitation letters - The MLGOOs and the Community Mobilizers should ensure that the invitation letters sent to CSOs contain all the needed information such as the date, exact time, venue, agenda and relevant information/reference materials for the CSO Assembly. Moreover, to entice the CSOs to attend, especially those from far places, the letter should explicitly indicate that transportation expenses will be reimbursed and meals/accommodations (if needed/allowed) will be provided. In Lagonoy, the exact time for the start of the CSO Assembly as well as the provision on the reimbursement of transportation expenses and provision of meals were not indicated. These may have affected the attendance of some CSOs.

To aid the CSOs in better preparing themselves for the CSO Assembly, the agenda and expected outputs for the workshop as well as the relevant reference materials pertaining to the BUB must be laymanized or written in the local dialect and must be attached to the invitation letter, as well as posted with the Notice. Most of the CSOs in the 3 MLGUs said that they were caught unaware on the needed discussions/output during the Assembly.

3.2. Maximizing budget allocation

In allocating funds for the CSO Assembly to the LGUs, the Provincial DILG Office should have creativity/own initiative to distribute the funds proportionate to the number of barangays or CSOs/BDC Vice-chairs in each LGU (as in the case of Libmanan), since the P30,000 allocation may just be a benchmark/average. This was recommended by the DILG Regional BUB focal during the KII. Moreover, the MLGOOs may also need to exercise creativity in the manner by which they provide the allowance to the LGUs, other than as reimbursement in transportation expenses, but can be in terms of the provision of cellcards, better meals, etc., but considering COA rules. As also suggested by the DILG Regional BUB focal, the DILG Provincial Office may resort to cash advance mechanism as a way by which they can reimburse the transport allowance of the CSOs, and no longer by checks for such a small amount, e.g., P100. Discussion with COA on the subject is also suggested.

3.3. Selection of CSO representatives

The suggestion to improve the process by a voting from the whole body, instead of selection within sector groups, may be studied. Moreover, the case where almost the same CSO representatives were elected as in the previous years, may be further reviewed to see if this is advantageous for BUB or would it be better to allow more new CSOs to be elected to the LPRAT.

3.4. Lengthen time for the conduct of the CSO Assembly

As suggested by the LGU respondents and the DILG Regional BUB focal, more time may need to be allotted for the conduct of the CSO Assembly, say two days instead of just one day. This is to allow a deeper/more realistic problem analysis and prioritization by the CSOs during the workshop and for them to have a more thorough selection of representatives, instead of rushing the lined-up activities within a day or earlier since the CSOs from far barangays have to go back sooner given transportation problems in the barangays.

4. LPRAP Workshop

4.1. On CSO Assembly outputs, ensure the presentation of the list of CSOs' priority issues and strategies/projects during the LPRAP workshop, learning from the experience of Goa. In the case of Libmanan, ensure the presentation of the results of the PSA conducted in Kalahi CIDSS-covered barangays.

4.2. *On the barangay level data base*, the LGU should update its CBMS and add more relevant indicators such as disaster-related indicators, as suggested during the KIIs/FGDs. The outdated CBMS data has to be supplemented with data from the barangay-based Registry of Inhabitants and sectoral data from the various LGU departments. There should be an updated inventory of roads and bridges, farm/fishery equipments/facilities, and other existing facilities and relevant institutions in the community to serve as reference for planning. The list of completed and ongoing BUB projects per barangay including problems in implementation would also be useful in reconsidering the counterparting of funds to non-performing projects funded by the NGAs. The consolidated PSA in KC-covered barangays should also be made available to the CSOs, LPRAT and the MLGU for their reference and better appreciation.

4.3. *On representation, presenters, facilitators*: i) on the representation of CSO representatives during the LPRAP workshop, the balanced representation and separate quorum for the LGU side and the CSO representatives, not merely on the overall quorum, must be observed, otherwise, the 50:50 representation in the EO becomes meaningless; ii) instead of the Local Chief Executive, other local officials may serve as the presenter for the LGU proposal to lessen the tendency that the CSOs are unduly influenced by the LCE; the absence of the Mayor during the workshop would allow a more dynamic and open discussions/prioritization of projects; there may be a need, therefore, for revisiting the JMC in terms of the Mayor's chairmanship in the LPRAT; and iii) the Community Mobilizer should facilitate the LPRAP workshop to avoid/minimize LGU influence in the preparation of the LPRAP.

4.4. *On identifying and prioritizing issues and strategies/projects*

More time for discussion - Decision on the identified and prioritized issues/problems and strategies/interventions should be based on thorough discussion and not just by voting. It is so easy and convenient, especially for the LGU to twist these in their favor, if only generic issues and interventions are identified and if only done by voting.

Rolling three-year LPRAP – The following concerns need to be clarified/checked: to what extent should the rolling LPRAP (2015-2017) prepared last year be considered in planning considering that in Libmanan, it became a tool of the barangay captains in securing the inclusion of their road projects in the new LPRAP; to what extent will the decisions/choices of the new LPRAT be a primary consideration over those of the barangay captains.

Check and balance mechanism - Determine and put in place check and balance mechanism for barangay and municipal officials who heavily influence/manipulate choice of BUB projects; tapping regional, provincial or national level (Code NGO) CSOs as watchdogs may be explored.

4.5. *Menu of programs*

Based on the identified constraints in using the menu of programs, respondents gave the following suggestions: i) review list of projects listed in terms of relevance and impact, e.g., DepEd's construction of library and fence or faculty room do not match with the more basic needs for education; ii) need to review the usefulness of the "opening of new roads" vis-à-vis completion of road network/major linkages; iii) need to review the responsiveness of eligible services available in the menu for livelihood projects, for example, the CSOs in Lagonoy clamored for financial capital but the menu of projects could only offer assistance in kind, e.g., equipment.

4.6. *On the preparation of the Project Briefs*, there should be time allocated to discuss the content of the Project Briefs (activities, target location and beneficiaries, estimated cost, among others) during the LPRAP workshop. The LPRAT CSO members should already have an idea of the details of the project at this point. Otherwise, it is easy to change/manipulate the strategy and targets if these are not discussed. It may be recalled that this phase was a convenient entry point for political intervention in the choice of projects in the LPRAP.

4.7. *On RPRAT feedback on LPRAP*, for the RPRAT to give ample time to MLGU in the revision of LPRAP, if there is any; one week is not enough considering that LPRAP has to convene and SB resolution has to be prepared and approved by the SB

4.8. *On relevant issues related to the quality of proposed LPRAP priority projects:*

Issue on a single, big impact project versus a longer list of mixed projects in the LPRAP – There is a need to look more closely on the comparative benefit/advantage of having just a single, big impact project like the water supply project in Goa for the LPRAP, versus the presence of more alternative priority projects from the CSOs, in terms of their effect/contribution to poverty alleviation and at the same time having the essence of CSOs' participation.

Issue on sustainability and responsiveness of livelihood projects - Considering the increasing number of livelihood sub-projects proposed and approved, there is a need for concerned line agencies to study the type of livelihood projects that would respond to community needs, whether these are sustainable (confined to the usual tocino-making?) and would really make an impact in alleviating poverty. The conduct of skills training (which is always part of the livelihood package of assistance) should be based on training needs analysis to avoid waste of time and resources. This is considering that most CSO recipients are accredited and have undergone numerous skills trainings as shared by the MPDC in Lagonoy.

Another related issue the concerned line agencies should address is the issue on MLGU's lack of preparedness and expertise to implement the increasing number of approved livelihood projects. As the Mayor in Libmanan said, "we have listened to the clamor of CSOs for livelihood projects but we are now faced with the difficulty of implementing these

projects because the MLGU has no expertise”. The LGU has to request for technical experts from DTI and TESDA at the regional level.

On the need for a macro-perspective in having a set of interwoven/interlinked LPRAP projects - There is a need for a more macro-developmental set of interwoven/interconnected sub-projects in the LPRAP for bigger impact on poverty alleviation, instead of a number of independent/unconnected projects so as to improve the quality of projects that are included in the LPRAP. This was raised by the Executive Director of the Naga City People’s Council who volunteered to provide some insights during the KII with the NAPC BUB Focal.

Issue on the assured share of the CSOs in the BUB funds through a fixed sharing scheme between the LGU and the CSOs – Another relevant issue that needs to be studied is on whether a fixed sharing approach between the LGU and the CSOs would improve the quality of projects, although this would have more positive effect on CSOs’ participation in the workshops, since they are assured of a certain allocation from the BUB.

Issue on the role of the provincial government in ensuring that inter-LGU concerns/projects are included in the LPRAP - The provincial government may have a role in terms of addressing the inter-LGU concerns of the LPRAP projects, as for instance in addressing negative externalities of one project in one LGU to that of another LGU. An example is the water supply project in Goa which may be hampered by the deforestation in a nearby LGU, thus depleting spring water resource. Another case is that the impact of one LGU project can only be realized or optimized if a nearby LGU will also implement the same project, e.g., a river revetment or flood control project for a river that spans several LGUs.

This concept, introduced and discussed by Albay Governor Salceda in one of the RPRAT meetings, may work with proactive leaders like him. In a political setting like Libmanan where the political meddling of the provincial government caused the delay of the release of counterpart funds for BUB and KC in 2014 and which disqualified them from qualifying for the Good Financial Housekeeping component of the SGLG, this concept might not be applicable. With this bad experience of Libmanan, the provisions in JMC 6 (regarding the BUB implementation issued on Feb 2015) may have to be qualified /reconsidered.

5. Sub-project implementation and monitoring

5.1. Improving coordination with NGAs

The following are recommendations addressed to line agencies, specific to the problems encountered in the implementation of projects in the 3 study sites: i) request line agencies particularly those with problems in coordination e.g., DENR and DepEd, to inform the MLGU and coordinate with the appropriate LGU department about the implementation of their projects (including operational problems) in the area; ii) for DA to fast track the implementation of projects approved in 2013 and 2014 in the municipalities of Goa and Lagonoy; iii) consider timing when providing assistance, e.g., start of soft broom making, to

be in time with the harvest of tiger grass (raw material used in broom making); and iv) for NGAs to clarify the role of the MLGU in monitoring the implemented projects.

Respondents suggested the conduct of regular fora similar to the format of the Provincial LPRAT orientation which is a good venue to (i) discuss operational and policy issues; (ii) learn from good practices of other LGUs; (iii) compare approaches in implementation across LGUs; and (iv) better connection and interaction with RPRAT and to a wider network of LGUs and CSOs.

5.2. *On providing feedback*, the three parallel lines for feedbacking should be institutionalized: the NGA to LGU, the DILG Regional Office to the MLGOO and the RPRAT to the Local Chief Executive. Moreover, if there are revisions to be made in the LPRAP or on the specific aspects of projects, the communication should be sent earlier to the LGUs and deadline for resubmission should be reasonable enough, not just 2 or 3 days, to allow adequate lead time for convening the LPRAT and SB meetings.

5.3. *Program of Works* - on project implementation, the concerned LGU official for the project should be provided the POW and must be involved in all stages of the project, even though this is national government implemented.

5.4. *On the establishment of a formal monitoring group for BUB projects*, it should include the LPRAT members, particularly the CSOs. Others who may be tapped are: the community leaders trained under the NAPC/CDL-managed training on Citizens-led monitoring (maybe as resource persons if not as members); the CDL who managed the Citizens-led monitoring project and developed a layman's manual on monitoring hard and soft government projects; and strong CSOs at the provincial and regional levels as monitors, e.g, Youth Advocates Professionals (YAP), Naga City People's Council, Coalition for Bicol Development, and CamSur Net. The formal monitoring group may also benefit from the results of the Third Party monitoring done in 2014 in the 3 study sites which have not been presented /shared by CDL and YAP who were actively involved in the activity.

The monitoring group should: i) be provided funds and needed equipments/instruments for field monitoring and conduct of quarterly meetings; ii) be capacitated on "before, during and after" project monitoring aspects; and iii) prepare reports for submission to the LGU focal on BUB and the latter to likewise disseminate this to the LPRAT members, all CSOs involved in the CSO Assembly at the least, and even to the Barangay Captains for their information.

As suggested by one LGU official, a uniform monitoring tool may also be considered for use by all MLGUs nationwide. The national government may issue a circular enjoining the use of a simple tool — a checklist to be accomplished quarterly with pictures of the projects attached to the report. The provided cellphones and tablets issued to the MLGOOs in Camarines Sur for geotagging of projects, would be of great help/use for monitoring.

5.5. *On the provision of funds for monitoring*, the proposal for concerned NGAs with BUB projects to allocate a certain portion of their funds for monitoring may be closely looked at, whether to form a parallel monitoring group with that of the LGU, or to augment the funds of low-income LGUs for monitoring. One LGU official suggested that 3-5% of the BUB funds be retained to the LGU for engineering supervision and monitoring since there is no fund for monitoring.

Good practice – The municipality of Lagonoy is commended for allocating an amount for BUB monitoring as counterpart fund for FY2016. The Mayor of Libmanan during the KII also mentioned the allocation of funds from the Office of the Mayor for BUB monitoring. In Goa, the Mayor mentioned during the KII that he will provide the needed budget for the LPRAT monitoring team, with emphasis on the CSOs to form a monitoring group.

5.6. *NGAs should facilitate the downloading of funds*, and have closer coordination with the LGUs on lacking requirements; the issue on the reversal of funds to DBM at the end of the year due to the LGUs' delayed submission of lacking requirements need to be addressed so as not to further delay project implementation.

5.7. *Moreover, the possible creation of a sort of "emergency/calamity fund"* to be tapped by BUB projects affected by typhoons, like what happened to a 2013 BUB project on Urban Gardening in Goa, may need to be studied/validated.

5.8. *Capacity-building for CMs* - Since the CMs are to be involved in several tasks as indicated in the Thrusts and Directions for RCs and CMs for 2015, and are expected to prepare/submit several reports such as on CSO mapping, needs assessment of CSOs and updates on the status of projects, among others, they should also be capacitated, together with the MLGOOs, and provided adequate transportation allowance or regularized as DILG staffs, as the case maybe.

5.9. *For a better communication to the public on the BUB projects:*

The big challenge is to spread the goodness of the BUB and its sub-projects. Some respondents recommended that NG should come up with a good communication plan and effective information campaign about the good results realized in some completed sub-projects of the BUB. A modest/simple marker or billboard in the project sites, similar to that of Kalahi-CIDSS (showing the cost, date started and completed, etc) may be installed to make/keep the public informed about the BUB. It should be emphasized that BUB funds are from the national government with LGU counterpart to erase the misconception that this is for political campaign.

For CSOs who wanted to be updated on the status of BUB sub-projects, CSO respondents suggested the putting up of a one-stop information board (within the Municipal Hall) that displays the BUB accomplishments, where the budget was spent and other relevant information, similar to the full disclosure policy. Some CSOs suggested assigning a simple

office dedicated to BUB which will attend to CSOs' queries and other transactions related to BUB, e.g., updates on status, requirements for implementation, monitoring, etc.

Related to this is the designation of a BUB focal, where all BUB related information are to be lodged and to act as the facilitator for all BUB matters. During the KIIs, it was suggested that this should be a person under the Office of the Mayor (e.g., the Municipal Administrator), and not the MLGOO, since the latter is being paid by the DILG and not by the LGU.