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**USAID  
PVO/ECD**

**Annual Meeting 1993**

**COMPILATION  
OF  
SPEECHES**

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## WELCOME REMARKS

Opening Salutations: (To be supplied.)

Distinguished Guests, Ladies and Gentlemen

Welcome to the Annual Meeting of USAID assisted Private and Voluntary Organizations and Corporate Foundations. It is heartwarming to see the turnout and enthusiasm for this year's meeting. I believe that it says something good about our program, as it has evolved, and the theme and content of these meetings.

Before starting I would like to take a moment to recognize the presence tonight and in this meeting of a distinguished group of NGO women leaders from around the region of Southeast Asia. Thanks to the observed performance of women leaders in last year's annual meeting, and more generally in the Philippines, our colleague from AID/Washington responsible for Women in Development issues, Gretchen Bloom, decided to capitalize on this forum and the experience of Philippine women, especially from the NGO movement. With this in mind Gretchen Bloom organized a program to bring to this meeting a group of women leaders

from around the region to hear what you have to say, compare notes with you, visit your activities and learn from your experience. I wanted to bring this to your attention so that during the meeting you would also take advantage of the opportunity to meet and talk to these participants and take advantage of what they have to offer as well as vice versa.

Would these women stand up and be recognized please.

To start things off I thought I might take a few minutes tonight to give you my perspective on the theme - NGOs on the Path to Responsive Democracy - in terms of its nature and importance to our program.

First, I'd like to say that we have enormous admiration for the courage and resilience of the people of the Philippines, as typified by the NGO community gathered here tonight. For the courage and determination you demonstrated in ridding yourselves of a dictatorship and taking the immensely more fruitful but much more difficult path of democracy amongst neighboring countries still unconvinced and uncommitted.

In this context - the establishment of democratic process and institutions - you clearly have a competitive edge in the region and I sense that you are well aware of this. You have fought for it. You have won it. And, I know that you are going to preserve and defend it.

Furthermore, we believe you have chosen the right path for the Philippines. In our analysis, democracy not only will set you free, but in the long run will result in the social and economic miracle which you and your government seek. Democracy is not an easy approach, but in the end it can produce lasting results to the benefit of all the people. Given a sound framework of social and economic policy, supported by the people, true democracy can and will make the difference. What Filipinos want, and what investors are looking for today is a level playing field, fairness, safety and predictability. Ironically, the biggest single constraint to what you want, and what investors seek in the Philippines today has to do with concern over timely access to effective judicial process.

With these thoughts in mind, we believe that strengthening and locking in your hard won democracy in terms of the democratic process and institutions, is the most important thing that either you or we can do at

present. For this reason we selected the theme of this conference "NGOs on the Path to Responsive Democracy" in addition to the key role which NGOs have and will increasingly play in the democracy building effort.

When USAID was faced, late last year, with the urgent need to develop a new strategy based on a post bases, post cold war setting with a new U.S. administration at the helm, democracy came out at the top of the list in terms of priorities. The other priorities we identified were health and economic well-being, preservation of the environment and the economic partnership. Furthermore, democracy was selected as first among equals and has star billing now in everything we do, - - as do private and voluntary organizations across the board. This is true not only in the program of the Office of Voluntary Cooperation, but throughout our portfolio - - including programs for strengthening local government, health systems and efforts to stem the tide of environmental deterioration.

If Democracy is truly where the Philippines has a competitive advantage, then what needs to be done? The basic structure is in place in terms of - - the constitution, the separation of powers, the electoral process, and laws which protect basic human and other rights. The problem is in what

seems to be missing in part, or is still weak, and this is where you, the NGO community, come in to the picture. You are fundamental to making it all work in practice in terms of true citizen participation up and down the line.

NGOs along with the people's organizations, plus the constituent and community groups they serve, and the local governments, provide the organizational infrastructure essential to energize and make the democratic process effective. You provide the vehicle for vital individual and collective self-expression that forms the backbone of true democratic process. Together you provide the means to make the system respond honestly to the will of the people, because you can articulate that will more directly and honestly than any other vehicle. Through effective citizen participation you also provide the vital mechanism for true empowerment and self-help in whatever sector and toward whatever ends are being sought.

So, now you have it. This is why we are having this meeting and have selected the theme we did. This is why we are here - why, regardless of whatever else is hammered by vicissitudes of our budget process at a

time of horrendous competition for resources within the foreign assistance game, it is a good bet that PVOs, NGOs, and Local Government will remain top priorities as delivery vehicles for the next few years in the context of the Philippine program. Obviously it is in our interest and in yours to maximize the output from efforts to strengthen these vehicles. We know you can do it with or without our help. What we hope to do is perhaps accelerate the process a little.

It remains only for me to say thank you for coming. We think, with your help, that we have a dynamite program for you over the next few days. Knowing most of you, I am sure you will take full advantage of it and carry away lasting benefit personally and for your program.

Thank you and good evening.

Remarks by the Hon. Corazon C. Aquino  
President of the Philippines, 1986-1992  
Cebu Conference of NGOs, September 17, 1993.

#### NGOs and DEMOCRACY

We are only four days away from the 21st anniversary of the declaration of martial rule. In 1972, democracy died in our country, and with it went so many hopes and dreams of our people.

There are a few in our midst today who would like us to forget what authoritarianism meant. For those of us who care to remember, it meant that all initiative was reserved for those on top of government; all power was centralized and concentrated in the hands of a dictator; and most prerogatives were conferred on a few cronies and relatives.

We can never forget that in the past, government thought it could achieve development all by itself. Government ruled as though it alone had all the right ideas and access to all the resources. All the dictator had to do was wave a magic wand and progress would almost be at hand. The dictator paraded himself as a brilliant man. One who knew all and who could do all. And our people gave him the benefit of the doubt. At first, our people were willing to trade away many of their freedoms for the promise of instant progress. Those of us who cried out that the assumption of absolute power on one day would lead to absolute abandonment of principle on another day were like voices in the wilderness.

But the voice of principle could not forever be drowned out by the drumbeat of propaganda. So the inexorable tide of history turned, removing the scales from eyes long blinded by the glitter of promises that can not be fulfilled, and shouting from the rooftops the deceptions that can no longer remain secret.

With our experience of the past 21 years, we can ask with a grain of wisdom: Can a country truly progress, if its people are made to expect that government will do everything for them? Can a country genuinely develop, if its people are encouraged to be mere fence-sitters, waiting for dole-outs from the largesse of those who derive their power from an authority they have appropriated for themselves? Can a democracy long survive if the only participation of the majority of its citizens is to vote in elections whose outcome was largely influenced by fraud, fear and the offer of gold?

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We have God and Our Lady to thank for history's turn in favor of freedom. But the sincerity of our thanksgiving is measured by our willingness to learn the lessons of our history these past 21 years, and by our wisdom to apply them into our daily life under the democracy we have been blessed to regain.

Can we turn the martial law practices around and let them stand on their head? Can we open the floodgates of enterprise and get as many of our people to take initiatives? Can we get them to organize themselves into people's organizations so that people power springs up from many million points across our archipelago? Can we all cling to only one prerogative, that of serving others generously and unselfishly?

May I tell you of at least one experience I had as President. I got to know of the school building program of the Filipino-Chinese Chamber of Commerce. I asked them to sit down with DPWH so we could build many more school houses for the limited sums of money available. I chose school buildings because they offer fewer chances of corruption. They are above ground and are easy for every one to see, unlike roads and highways which can cover a multitude of sins under a layer of asphalt and cement. I went further and asked if the people themselves, whose children were going to benefit from the new school houses, could get involved: by putting in their own contribution of labor and local materials they could gather. We gave them a schedule to beat and a budget to observe. We gave them an opportunity to prove themselves: That they can finish the school buildings according to schedule and within budget. In most instances, the people rose to the challenge: They finished ahead of schedule and under budget! They accomplished even more than just get their school houses built. They also gained a high sense of achievement and a deep sense of self-respect.

May I also tell you of one experience after I became plain citizen Cory again. I had gotten to know while I was still President of a savings mobilization program. Some women volunteers had launched it by organizing poor women, some of whom were too poor to even afford three square meals a day. The women volunteers asked these poor women something next to the impossible: To save. It is true that they were asked to save only a peso a day, something they could do with a little sacrifice, seasoned with a little discipline and a dash of imagination. They started to do so, and this opened doors. They found out that they could save, something they thought they could never do in their lives. Then they felt responsible for the money they pooled together. After all, the full amount didn't really belong to any one of them, but to all of them. This gave them a sense of camaraderie, a bond of friendship which inspired them to think together and to venture out into a small business together. Like buying rice at wholesale and for their savings association to sell at retail, with the profit going not to any one of them but to the savings association. They discovered more than the thrill of making money. They found out that they could do things by themselves. They did not have to

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depend on some politician, who would come around only at election time anyway. They proved that by working together, they had the power to become freer women who on their own can get out of the hard clutches of poverty.

Out of Malacanang, as plain citizen Cory once again, I sought to replicate the Piso at Puso program of savings mobilization among the women of Tarlac and Iloilo. I am very pleased with both the response and the results.

In and out of government, each of us has our experience with people power and with the wellsprings of our people's permanent rendezvous with democracy. Democracy is the empowerment of people, so they can help themselves by helping each other. Each person in a democracy must become an agent of people development, and this becomes possible if each of us acts as a responsible citizen, acquiring and using our skills for a productive contribution to our society.

A democracy puts equal stress on rights and duties. The enjoyment of rights imposes a concomitant obligation to discharge our duties. One goes with the other, just as much as freedom goes with responsibility. "As much freedom as possible" is necessarily accompanied by the corresponding refrain, "as much responsibility as necessary". Just as there is a golden mean of virtue, democracy has its fine, delicate balance.

In a democracy, there is as much stress on the individual as on the community. We all have to tread on the fine balance between the need for individual liberty and discipline for community welfare. We must preserve and defend the legitimate pursuit of self-interest as strongly and passionately as the demand for a generous contribution to the general welfare of society. In a democracy, self-restraint and self-discipline are the best defense against the ever persistent tendency to impose external restrictions on our freedoms.

If we are to strengthen our democracy, we all need to strike that healthy balance which enables democracy to work for development. We need to think not only of ourselves, but also of our communities. We have to seize the opportunities that liberty brings for the promotion of the general welfare of our people. And we have to impose discipline on ourselves so that the interests of others can be properly served.

It is to preserve and strengthen democracy that NGOs play their decisive role. Democracy is good for NGOs and NGOs are good for democracy!

NGOs thrive best where they breathe the air of democracy. In turn, democracy is freshened and reinvigorated by NGOs. This is because good NGOs help the people become the agents of their own development, and democracy is thereby strengthened by the attitudes, skills, and knowledge the NGOs equip the people with.

NGOs must practise what they preach: They must show a deep sense of solidarity. They must contribute time, talent and resources generously so the peoples organizations and the beneficiaries they aim to serve can begin to help themselves. They must subsume self-interest under the broader common good of society, of which they must be models of citizenship.

By their actuations, NGOs must make democracy work for people development. By their deeds, NGOs must give force and add meaning to the democracy which sustains them.

But NGOs, like individuals, can not be left to fend ~~for~~ for themselves. They too need to link arms, to work together, reinforcing each other in those areas where mutual support is critical, and pooling together resources where cooperation is necessary to extend their reach. Networking can raise levels of effectiveness. Strengthening linkages between NGOs can build up absorptive capacities and multiply the benefits of counterpart resources that may be pooled together.

We need to build up linkages so as to integrate, not for the sake of bigness, but for the sake of market competitiveness. In Italy, I saw many small cooperatives benefiting from mutual interdependence, integrating themselves into an efficient system, achieving economies of scale, building up support mechanisms for all, and thereby becoming competitively efficient in an open market.

This is the task for local leaders, from government or from the private sector. My challenge to them is to initiate and nurture local area networks, which effectively link peoples organizations and NGOs, and NGOs not only with one another but also with local businesses and local governments. These local area networks should be the ones to identify priorities, local counterpart funds, and local absorptive capacities. They should pinpoint the gaps and calculate the requirements. They should then agree on a program for filling the gaps and meeting the requirements.

Sometime in the near future, it should then be possible to stage a local version of what we used to do in government: a PAP (Philippine Assistance Program) pledging session. It is here where the local area development program can be presented. The program will show the projects that have already become successful, and are therefore ready for replication elsewhere. It will show the absorptive capacities of various NGOs and peoples organizations as well as their ability to put in local counterpart resources.

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**DEMOCRATIC DEVELOPMENT PROJECT**  
**USAID and The Asia Foundation**  
**Signing Ceremony**  
**Manila, Philippines**  
**October 8, 1993**

**Remarks delivered by Pamela G. Hollie,**  
**Representative, The Asia Foundation**

For nearly four decades The Asia Foundation has dedicated all of its resources to development in Asia and the Pacific.

As the oldest of the Asia Foundation's 15 field offices, the Manila office has remained committed, throughout the decades, to the mission of strengthening democratic development.

Since 1980, this effort has been in cooperation with USAID. The Asia Foundation and USAID have been partners in nearly two dozen projects. This project -- which represents many years of Asia Foundation experience, analysis, and planning, as well as nearly a year of thoughtful consultation with AID -- is a creative and forward-looking project which, through complementary grants, will move the Philippines closer to a more open and democratic society.

The goal is to strengthen participation, accountability and the rule of law in Philippine governance -- all goals that complement the desires of the Philippine people and their government. They are also goals shared by USAID, endorsed by the Philippine government and encouraged by the long-term commitment the U.S. government has made to the Philippines. The Asia Foundation is proud to be a partner in such important work.

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I cannot emphasize the word partner too much. This project is truly a partnership. This mission -- from the point of our concept paper -- has been open to new ideas and approaches, has listened to, contributed to, and fought for the partnership represented by this project. We are grateful for the support that goes beyond money and encouraged by AID's commitment to The Asia Foundation, Philippine development and to the democratic process.

We look forward to the opportunities this project represents and to what we hope will be a long and successful partnership.

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CEBU MIDTOWN HOTEL  
Friday, September 17, 1993

EGV AT THE ANNUAL GENERAL MEETING CALLED BY THE USAID OF U.S.  
BASED AND LOCAL PVO'S AND NGO'S AND PEOPLE'S ORGANIZATIONS

THEME: NGO'S IN THE PATH TO RESPONSIVE DEMOCRACY  
TOPIC: JUSTICE AND ALTERNATIVE FORMS OF DISPUTE RESOLUTION  
SUB-TOPIC: LEGAL RESOURCE NGO'S/ BARANGAY JUSTICE SYSTEM/  
PARA LEGAL TRAINING

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Do the poor have easy access to justice in our land?

People's access to justice is easily one of the best appreciated aspects of a responsive democracy, whether this be accomplished through the established courts or through alternative forms of dispute resolution. In either case, a very important factor is awareness by the citizenry of their basic legal rights.

Since 1986, we in the Free Legal Assistance Volunteers Association have worked to make people aware of their rights and have heretofore conducted seminars on basic rights for approximately 5,000 people in the city and mountain barangays of Cebu and other towns in the region. For participants, we have had law enforcers in the PC/INP, now the PNP, as well as barangay officials and community leaders at the grassroots. To make the latter group more effective in protecting these rights, para-legal training has also been given to roughly some 250 people. All the knowledge gained and discussions generated by such sessions have contributed - we'd like

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to believe - toward minimizing the number of human rights violations to a considerable extent.

Some relevant questions have, however surfaced at these seminars, among which are the following:

1) How may information and instruction on the individual's basic legal rights be widely disseminated? Are these included in the school curriculum? Many claim that they never had any discussion of the provisions of the Bill of Rights of our Constitution when they went through elementary and high school. On the other hand, some have even been dubbed "communists" for trying to teach others about these rights.

Take the case of Dr. X, a dentist, who though a professional proved ignorant of the constitutional provisions regarding search warrants. A search warrant was served upon him for shabu said to be found in his possession. When the warrant was served, a license for a firearm was found in his wallet. The warrant contained no reference to a firearm but he was made to fetch the firearm which was then lawfully kept by him in his residence, 12 kilometers away, and he was made to surrender such duly licensed firearm to the police.

The dentist's secretary, who was one of our seminar participants months after this incident took place, questioned

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the legality and propriety of the confiscation of the firearm under the circumstances previously cited. The dentist admitted that he had no idea about his rights and could not raise timely and valid objections to the confiscation of his duly licensed firearm, for which no receipt was given to him by the policeman.

In the Universal Declaration of Human Rights, the United Nations has proclaimed that "childhood is entitled to special care and protection". This is affirmed in our Constitution and in the Child and Youth Welfare Code, PD 603 which refers to children as "the most important assets of the Nation."

Yet in the past and up to the present, we have time and again raised the following questions, especially in connection with the protection of children's rights:

1 - In most cities and towns in the Philippines, why are minors confined in the same jail - often in the same cell - with hardened adult criminals? These youths often are arrested for light misdemeanors and yet placed in jails to have close contact day and night with rapists, murderers and other felons guilty of heinous crimes. Is it because minors cannot vote so they are low in the priorities of public officials when it comes to allocation of government funds for separate detention cells?

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2- Another question: To speed up the resolution of minors' cases, why not re-establish the Juvenile <sup>and Domestic (Relation)</sup> Delinquency Courts to hear and decide all cases relating to minors?

3 - Why are minors arrested and charged for VAGRANCY? Article 202 of the Revised Penal Code defines vagrants as "persons who have no visible means of support or apparent means of subsistence who wander around in public and semi-public buildings and places." If children do wander around in public places, may they be lawfully apprehended as vagrants? Are they - being the minors that they are - required and expected to have some visible means of support - when actually, are they not entitled to support by their parents or guardians? When they DO NOT have that support, could it properly be taken against them? If not, then why are they charged as vagrants?

4 - Many minors have been charged "for sniffing Rugby" under Sec. 2 of P.D. 1619. When members of the City Task Force on Street Children went to the City Jail last month, there were 26 boys who had been arrested for sniffing rugby. But is the sale of Rugby outlawed or at least regulated? Should not such regulation be done to protect the minors from themselves and their weakness and ignorance? We are told that rugby as glue, is an article of commerce used by shoemakers for binding leather and other materials together; it is used by carpenters too

for industrial purposes, hence its sale cannot be regulated. How then does this same commodity reach the hands of children who are neither shoemakers nor carpenters, to be misused to destroy their young bodies and vital organs? Would it not be more sensible to arrest those adult vendors of rugby who prey on children.

Some children when asked why they sniff rugby have explained, "We do it to relieve us when we feel very hungry and there is nothing to eat".

As of last week, several persons have been incarcerated at the BBRC - an acronym for Bagong Buhay Rehabilitation Center or Cebu City Jail for violation of P.D. 532, otherwise known as the Anti Highway <sup>Robbery</sup> Act, of whom 21 were minors, charged singly as highway robbers or brigands!

What these children had done was pick pockets or snatch the bags or articles or jewelry from pedestrians. Because these crimes were committed on a road or highway, local prosecutors declare that these constitute brigandage and therefore are punishable under P.D. 532. According to the explanatory note of said presidential decree, however, what is contemplated to be punished are acts of degradation and economic sabotage. By no stretch of the imagination could the offenses of picking

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pockets and snatching jewelry be called "acts of economic sabotage."

The crime of highway robbery under PD 532 carries the penalty of 12 years and therefore those accused under the said decree cannot be entitled to release under probation nor plead minority as a mitigating circumstance nor avail of the indeterminate sentence law. On the other hand, how ironic and unjust that a robber who holds up a man with a gun, <sup>in a place other than a road or public highway</sup> and thus puts the latter's life and limbs under grave danger, can get away with a penalty of only 4 years to 6 years imprisonment - and thus be eligible for release on probation.

Are our laws and policies biased against the poor? In reply, let me quote a friend who quoted Victor Hugo who wrote: "The law, in its impartial majesty, forbids the rich and the poor alike to beg on the street corner, to sleep under bridges or to steal a crust of bread." Our jails teem with poor people. Understandably, most of them are in prison for having committed crimes against property. However, all jails without exception are filled more with detention prisoners, than with convicted ones. Why? The poor cannot afford to put up cash bonds nor pay the premiums for a bail bond. While their cases are being tried, they are fed at government expense and congest our prisons. Cannot the amounts of bail be lowered so as to make them affordable to the poor?

What do law enforcers think of the provisions of the Constitution safeguarding the rights of the accused, particularly during arrest and interrogation and against illegal searches and seizures, etc.? It is curious to note that at a recent dialogue initiated by the Human Rights Commission and presided over by Commissioner Sedfrey Ordonez, no less than the top official of one of the law enforcement agencies in the region recommended that the law giving the accused the right to have a lawyer present during interrogation be repealed. It impedes the interrogation process, he said, and hampers the work of the law enforcer. Commissioner Ordonez predictably gave the answer that the law is there to safeguard the rights of the accused - and that it were better that in respecting these rights, ten guilty men go scot free than one innocent man be unduly convicted.

On the other hand, let me extol Igle Caballero, a housewife, aged 38, married, who reached only Grade School. Her neighbor was apprehended and charged for attempted rape. Convinced that he was innocent, she was concerned for her neighbor's safety. So she accompanied him to the police station and was present when he was interrogated. Some policemen remonstrated against her presence but she countered by saying that at a FREE LAVA seminar she had attended, she was taught

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that the accused had the right to have a lawyer, relative or neighbor present at such interrogation.

During the trial of the case, as a witness for the defense, she was cross-examined and the Judge asked her why she appeared so knowledgeable about the rights of the accused. Apparently prepared for such a question, she forthwith unfolded a poster distributed by the Human Rights Commission which she had then with her, declaring: "We have been taught about these rights, Your Honor!"

One afternoon, about a year ago the same Igle Caballero happened to be in the Free LAVA office when we had for a visitor, Mr. Terrence George, Program Director of Ford Foundation. Mr. George was curious to know what the participants in our para-legal seminars had actually learned and upon being told that she had been one of the participants, he asked Igle: "Tell me just one thing that you learned at the Free LAVA seminar which you attended." Igle readily answered: "The Miranda Warning, Sir".

Our policemen in the cities and towns could well be asked the following question: "Do you know what the Miranda Warning is all about, and do you actually use it in every arrest you make?"

I started this with a question, and I conclude it with another question - for isn't the raising of provocative questions in areas which impinge on people's access to justice what this session is expected to generate, to discuss and perhaps to answer?

Esperanza R. Valenzona  
Free LAVA, Inc.  
Cebu City

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LEGAL EDUCATION FOR THE GRASSROOTS  
AND PEOPLE EMPOWERMENT  
( Johannes L. Ignacio)

(A paper presented at the annual meeting of the USAID  
September 17, 1993)

I. INTRODUCTION

The new local government code provides measures that strengthen peoples participation in local governance. These include consultation and regulatory mechanisms for local development projects. For this purpose, local government units are mandated to conduct consultations, and issue development permits for local development projects.

Somewhere, south of Manila, local government officials are doing exactly the opposite and are getting away with it. These unscrupulous officials are selling development permits for a fee. They also act as facilitators in behalf of business concerns, in order to insure that business projects push through without any resistance from local residents. For their services, they get a percentage of the value of the venture!

Why do otherwise laudable legislative initiatives like the local govt. code, give birth to such abominable practices? Where are the NGOs, the peoples organizations, to prevent these perversions? Why is no one exposing this odious practice?

The answer simply is that: while the law may provide the legal framework, democracy and peoples participation does not just happen. Peoples participation, people empowerment, cannot be legislated.

This is manifest in the situation I have described. People's participation is essential to the success of the democratic initiatives in the local government code. But before the people can actively and creatively use the local government code, they have to know and understand it first. The local government code is a lengthy, and complicated piece of legislation. Even lawyers have difficulty understanding its application. What more the people it seeks to benefit?

Much of the legal framework for democracy and empowerment in this country is wasted because of a lack of vigorous education programs at the grassroots level. Legal provisions meant to benefit the poor are either

dead letter, or through manipulation, crafted to suit vested groups, and defeat the interests of those which the law seeks to benefit.

An added ingredient is thus required, for the attainment of the of ideals in the law, and that is: EDUCATION.

## II. LEGAL EDUCATION FOR THE GRASSROOTS: THE STATE OF THE ART

In the impact evaluation report of the Paralegal Training Services Center, Dra. Bolen de Jesus, Chairperson of the De La Salle University - Educational Management Department said:

"The most important resource of a nation is its people. This resource, however will remain unproductive and dormant unless trained and educated. Hence, education and development of people has been one of the main concerns of society. This is evidenced by the amount of resources that is made available by the state for this purpose.

However, unlike the more affluent countries, the Philippines, for one does not have the needed resources to make formal education accessible to all.

Given the scarce resources for education in the Philippines, non-formal or alternative delivery of education is resorted to as a remedial measure by the public as well as the private sectors to deliver basic educational needs."

The universal characteristic of legal rights education for the grassroots in the Philippines is that they are all non-formal. Non-formal both in the sense of not being part of the formal education system, as well as non-formal in the sense of not having a hierarchical structure.

In the Philippines, legal education for the grassroots is undertaken by two main groups.

The first consists of NGOs with human rights education programs. Their programs vary in terms of content, focus, approach, and objectives. Levels of sophistication ranges from rudimentary to highly sophisticated. Development of these programs depends largely on felt needs.

With respect to legal rights and entitlements, the task of educating the grassroots has largely fallen on the shoulders of legal resource groups, or "alternative law groups" as they are more popularly known.

Philippine legal resource NGOs early on realized the importance of legal education for the grassroots. They form the second category of groups providing legal education for the poor. Thus, most if not all of them have some form of education component in their programs.

Their education activities consists of human rights education, legal literacy programs, and paralegal training. Alternative law groups also undertake a myriad of other education activities such as development and publication of primers, internships, radio productions etc.

However, alternative law groups are often ill trained and ill-equipped to conduct education for the grassroots. Their programs suffer from lack of resources. Equally urgent and important legal services compete with education, oftentimes relegating the latter into a secondary or supportive role.

Compounding this situation is the difficulty of assessing the impact of education per se, and the difficulty of quantifying empowerment as an effect of non-formal legal education. It is often difficult to see whether the time, effort, and resources poured into education projects have borne concrete results. It is likewise difficult to make a causal connection between empowerment and education.

### III. STRENGTHENING OF LEGAL EDUCATION PROGRAMS THROUGH PROGRAM EVALUATION

In 1992, a Fullbright-Hayes fellow by the name of Stephen Golub reviewed twenty paralegal NGO groups in the Philippines. In his paper, Golub cited the importance of the work being done by these groups. He also cited the need to strengthen these groups through better documentation and program assessment.

At present, surveys of education programs for the grassroots are just starting.

The Alternative Law Groups, a coalition of nineteen legal resource NGOs has a standing decision to undertake a survey of the paralegal training programs of its members. A similar initiative is being contemplated by

the Philippine Alliance of Human Rights Advocates (PAHRA), to survey the human rights education programs of its members.

Alterlaw and the Structural Alternative Legal Assistance for the Grassroots (SALAG), both members of the ALGs, in cooperation with the Asian Human Rights Resources Center based in Bangkok (ARRC) is undertaking an expanded survey, of human rights education in the Philippines.

For those of us who have been doing education work for several years, it has become absolutely essential to undertake a scientific assessment of our education activities.

Alterlaw, the NGO to which I belong is at present undertaking a survey of the work of Alternative Law Groups including, their education programs for the grassroots.

At the institutional level, we have recently completed an impact evaluation of The Paralegal Training Services Center, a program that has been in existence for more than ten years. This was undertaken by the De La Salle University - Educational Management Department (DLSU-EMD).

The evaluation was qualitative, and the methodology used was the case study approach.

This approach to evaluation offered several advantages:

1. It provided an interactive atmosphere between the program implementors and the evaluators, making for a better appreciation by the evaluators of the program being assessed.
2. The case description inherent in the case approach contributed immensely to the documentation of the program under consideration.
3. The case approach allowed the client-beneficiaries to actively participate in the evaluation process.

The evaluation also evolved several criteria that can be used to assess training effectiveness these are:

1. Retention of subject matter which is an indicator of learning.

2. Attitude towards the training program as indicated by the trainees satisfaction, or dissatisfaction at the shortness of duration of training; an indication of a strong desire to learn more, and willingness for re-training.

3. Behavioral changes in terms of usage of skills and knowledge learned, including transference of knowledge to others.

4. Performance changes, relating to feelings of political power, renewed or newly found confidence in ones abilities, ability and willingness to effect changes in the organizations to which the trainees belong, and in the situations that they confront.

Cost efficiency was assessed in terms of;

1. Rate of turnover of clients trained. That is to say whether the trainees continued their work in grassroots programs.

2. Ability of the program to generate counterparts from client-beneficiaries.

3. Cost of training as compared to other services.

#### IV. EMERGING PATTERNS FOR EFFECTIVE LEGAL EDUCATION PROGRAMS FOR THE GRASSROOTS.

Based on the impact evaluation of the Paralegal Training Services Center. Several key factors can be identified as strong suits of any legal education program for the grassroots.

1. Clarity of/ and adherence to well defined visions, goals and objectives, that must have for its central theme, the empowerment of the people.

Legal education programs of whatever form and shape must have as its primary agenda the empowerment of the people. Legal education must be interlinked with the needs of the people to know their legal rights and entitlements under the law. Training and education should also support the efforts of the people to organize and mobilize for the furtherance of their interests. Education must give people the ability to promote and protect their rights and welfare, participate at all levels of governance, and demand accountability from government.

2. Ability to network and work with organized groups.

Legal resource NGOs can be seen as support groups, working with basic sectors. As such, their work can only have meaning when focused on the grassroots, and those working closely with them. It is for this reason that legal resource NGOs do not, and cannot have direct organizing efforts, among the grassroots. They can only work through existing channels. Acceptance of the organization and its programs by the grassroots therefore becomes a condition sine qua non to its effectiveness.

Acceptance can be measured by the ability to relate and work with peoples organizations, and NGOs closely working with peoples organizations.

3. The training program for the client-beneficiaries should be complemented by training programs for the trainers.

Lawyers, by reason of their training and their social origins are usually ill equipped to conduct education for the grassroots. Lawyers are generally unexposed to the plight and the issues of the poor. Lawyers also have a very poor understanding of the mechanics of learning at the grassroots level. They therefore have to be re-trained to be attuned to their target audiences.

4. Existence of documentation, monitoring, and assessment mechanisms.

Legal education for the grassroots is essentially an experimental undertaking. There are no models or patterns that one can draw from. It is therefore of utmost importance, that legal resource NGOs document their training and education activities.

This is also an indication of the organizations potential to carry its programs forward and reach higher planes of effectiveness.

5. Use of carefully prepared instruction modules and instructional materials.

Legal education programs are usually born out of gut instinct of the people who designed them. This is not necessarily a weakness. The ability to formulate a relevant program based on hunches is a strength. It shows the solid grasp of the program implementors of the needs of their clients.

However, whatever training programs initially

designed needs to be validated by actual data, and experience in the field. Adjustments have to be made based on the data gathered and assessment of field experiences.

Modules and training materials that result from training needs assessments and field testing, indicate not only a high level of sophistication, more importantly it assures greater effectiveness of the education program.

#### 6. Sustainability and self-reliance.

A major issue confronting legal resource NGOs is the problem of sustainability. Most education programs are wholly dependent on grants from donors. NGOs usually shoulder the entire cost of education and training for the grassroots. This situation is not compatible with empowerment.

In providing education and training for the grassroots, NGOs address a felt of the poor, and the marginalized. Both ethically, and from an empowerment point of view, it should be the clients who should shoulder the actual cost of training. Professional fees may be reduced or completely waived. But transportation of the participants, cost of the venue, materials, food and accommodations should be fully or partly shouldered by the client-beneficiaries. It does not matter whether the training is conducted under an acacia tree, and the food consist of yams freshly harvested from the field, the important thing is that the clients own the activity, and cherish it as an important event in their lives.

Counterparting is also important for the sustainability of the training program, and is indicative of its strength. In this manner, legal resource NGOs cut training costs, conserve finances, and are less dependent on grants.

#### V. CONCLUSION

The reasons that led to the development of legal education for the poor remain valid today as they did ten years ago. In fact, there are more reasons now to pursue with greater vigor the empowerment of the poor through non-formal legal education.

Opportunities presented by the law for peoples participation are double edged swords that can cut either way. Without the vigilance of a people empowered, and aware of their rights, the Marcuses and the Sanchezes of

this country will continue to hold sway. This country needs legal resource NGOs, and we need them functioning efficiently and effectively.

(The author is the Executive Director of the Paralegal Training Services Center (PTSC) and Project Director of Alterlaw. He is also presently convenor of The Alternative Law Groups, and is a member of the Council of Leaders of the Philippine Alliance of Human Rights Advocates (PAHRA).)

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"If problems relating to development were largely traceable to the control of power by a few, wouldn't the democratization of this power be a solution?"

by

Leonardo V. Chiu  
Director  
Program Development and Evaluation  
Ramon Aboitiz Foundation Inc.

(1) The exercise of democracy in the Philippines is still very much in the fashion founded on this country's inveterate landlord-peasant relationship.

(2) One only has to look at how, for example, the ordinary view their role in governance, with the habit of practically allowing those already in the upperhand of political decisions to do whatever pleases them. This, of course, has historical basis in the feudal make-up which

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characterizes Philippine society for centuries. Clearly, such a historical basis, it being obviously a major factor of the many problems now besetting this country, only rationalizes the proposition to empower marginal communities, if indeed it is the desire of this nation to develop.

(3) What is sadly missed in this prevailing exercise of democracy in the Philippines is the universal idea that such a governance can only be rendered fully rewarding if all participate in its conduct. It is precisely for this need to occasion participation in the processes of democracy that efforts in development must also concern itself with polity and governance. In fact, it is along this line of thinking that successful businesses are saying, in reference management journals, that profitability and growth are largely a result of personnel participating in company decisions.

(4) The small and subsistence farmers, for example, can only well appreciate their contribution to nation-building if, beyond the usual attempt at improving their productivity by, say, making social credit and technical assistance available to them, they can also be involved in setting certain priorities, like addressing issues on land reform or rice pricing. For as long as this initiative of getting these farmers involved in policy formulation remains unintegrated into the current methods of development, no amount of such effort can ever seriously improve their situation.

(5) This involvement, however, has to come first from the governed. While those running the affairs of elective and public offices show interest in involving the community in public administration, such as the entitlement granted to non-government organizations by the Local Government Code, nothing really encouraging has happened in this arena. In fact, and this is quite the contrary to the intent of this Code, as shown in a recent Ateneo study, local officials do not quite view with favor the apparentness of sectoral representatives sharing political power with them.

(6) Situating this finding in history, one sees clearly the presence of a powerful landlord, using his proprietary advantages in determining the lives of an economically and politically powerless mass, in perpetuating his place in society. Unless those who have since been relegated to the periphery, and they happen to constitute the greater portion of the

population, assert for their part of democracy, problems relating to development are bound to remain such.

(7) The question, however, of participation as an expression of empowerment is not easy to resolve. For one there is the issue of mainstream politics vis-a-vis alternative politics. Then there is the issue of partisan conduct of participation vis-a-vis non-partisan. In the context of the historical basis of development problems, the proposition here is that this participation can only be rendered effective if it is exercised in the arena of alternative politics and partisanship.

(8) The point here is that there is urgent need to reshape mainstream politics through a clearly partisan work to do the following: (a) the creation of alternative culture and lifestyle; (b) the establishment of economically and politically self-sustaining communities; (c) the undertaking of collective and democratic dissent; and (d) the installation of a nationalist (in agenda), democratic (in participation) and pluralist (in representation) form of governance.

# POPULAR PARTICIPATION

*Leading to a Strengthened Democratic Process  
(As Experienced in a PVO based in Mindanao, Philippines)*

Sony J. Chin

In 1978, ~~the~~ Development of People's Foundation in consortium with four other institutions set up the Institute of Primary Health Care within the Davao Medical School Foundation.

Today, the Institute is a development partner of various local and international organizations. It is a partner of more than 80 people's organizations and small NGOs. It is also a partner of national government agencies and local government units.

At the time it started in 1978, meetings between government health officials and the leaders of the Institute was marked by hostility rather than openness to working together. However, hesitant attempts at getting representatives of government organizations involved in its activities led to the realization that there are many among the government workers who are competent. Through a process of working together, it was evident that they are committed to the same dream of eliminating poverty in a manner that builds the dignity of the person being helped.

There are hundreds of development organizations with significant experiences in this field. However, I will limit this to the experiences of the Institute.

To present our case, I will cover two stages in the development of POPULAR PARTICIPATION or community participation and how it leads to a strengthened democratic process.

These are stage 1: Building Community Capability for Participation in their own Development where we discuss steps leading to community managed organizations known as people's organizations and stage 2: Going Beyond the Community where we discuss the process of building a constituency for participatory development among the members of the Local Government Units, the National Government Agencies, Development Councils, other NGOs, the Business Sector and the Funding agencies.

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*This paper was written to support a presentation made during the USAID - Supported Annual General Meeting of The US-based and local private voluntary organizations and people's organizations from September 16-19, 1993. The theme for the meeting is "NGOs in the Path to Responsive Democracy".*

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**Stage 1:**

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**Building Community Capability for Participation in their own Development**

In trying to define the community being assisted by the Institute, I will say we are trying to improve the situation of the poor. If you ask me how we define poverty, I will use the definition used by the Presidential Commission to Fight Poverty. They say that the poor are those who do not have sustained access to their own minimum basic needs.

For this reason, any development effort of the Institute starts with building the capability of the community for participation in their own development.

How is this done? The figure on stage 1 will show you a list of activities, results expected from these activities and the goal of "people in urban and rural poor communities taking charge of identifying their problems and seeking the solutions to these problems".

As an institute of primary health care, we usually start our work with the training or continuing education of community health volunteers. Needless to say, it is also the mandate of our institute to improve the health situation in urban and rural poor communities. We found that health is an issue that touches the lives of many. Health is also a basic need that is inadequately addressed in many poor communities.

However, training in community based information systems often lead to the realization that there are many problems that the health volunteers cannot solve by themselves. The solutions cannot be limited to provision of health services. The re-entry plan of health volunteers at the end of the training cannot be implemented without the support of community leaders (both formal and informal).

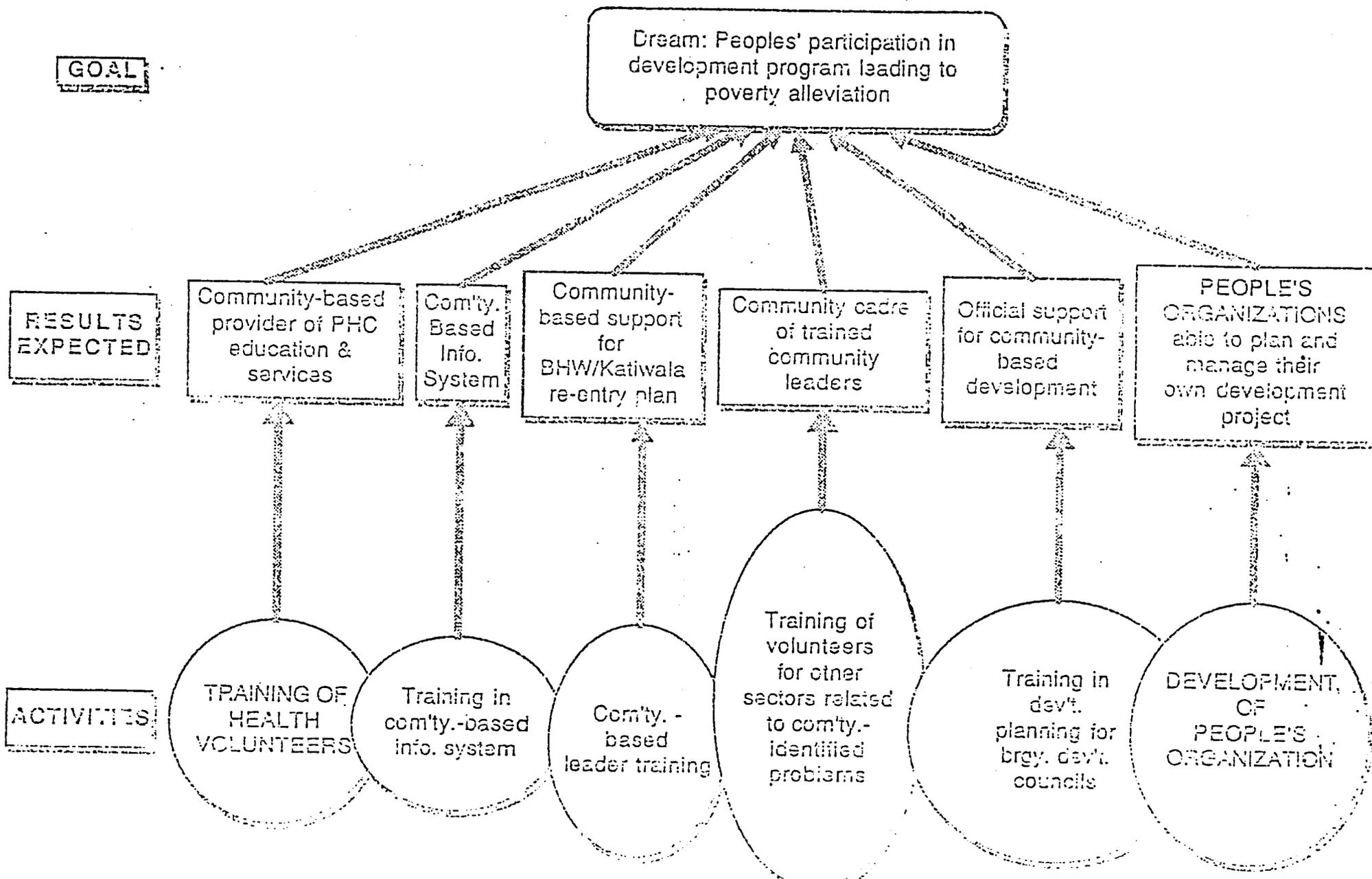
Thus formed leaders (e.g. development council members) are given sessions on how to appreciate the data in community data boards and the corresponding action plans prepared by the health volunteers and the other leaders of the community. These often lead to the need to train community volunteers in other areas of concern. Some of the training given include: food production, farm management, community credit programs, management of micro enterprise, use of theatre skills for dissemination of information; training of development councils in planning development programs.

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1982-1983

STAGE 1. Building Community Capability for Participation in their own development

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In a recent attempt to document the work of the institute, communities presented stories of their development from apathy to leadership. The results from their point of view is not limited to the wide range of community planned projects that they were able to implement. It included change in the way they perceive themselves. It showed how they view their capacity to influence change in situations that they had labeled as hopeless prior to their participation in development programs.

The services and facilities were important. It had led to the provision of some of the basic minimum needs of families within these communities.

Among others, this included the setting up of community water systems, sanitary toilet facilities, garbage disposal, protection of water sheds; health education for family health care workers, nutrition campaign using people's theatre techniques, setting up of vegetable production activities, maternal and child health services, operation of community-managed credit systems, development of enterprise, farm improvement programs, construction of foot paths, child-to-child programs, library for children, educational support for children who are unable to stay in school.

The type and magnitude of projects varied from place to place.

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Stage 2:

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Going Beyond the Community to build a constituency for participatory development among the members of the Local Government Units, the National Government Agencies, Development Councils, other NGOs, the Business Sector and the Funding agencies.

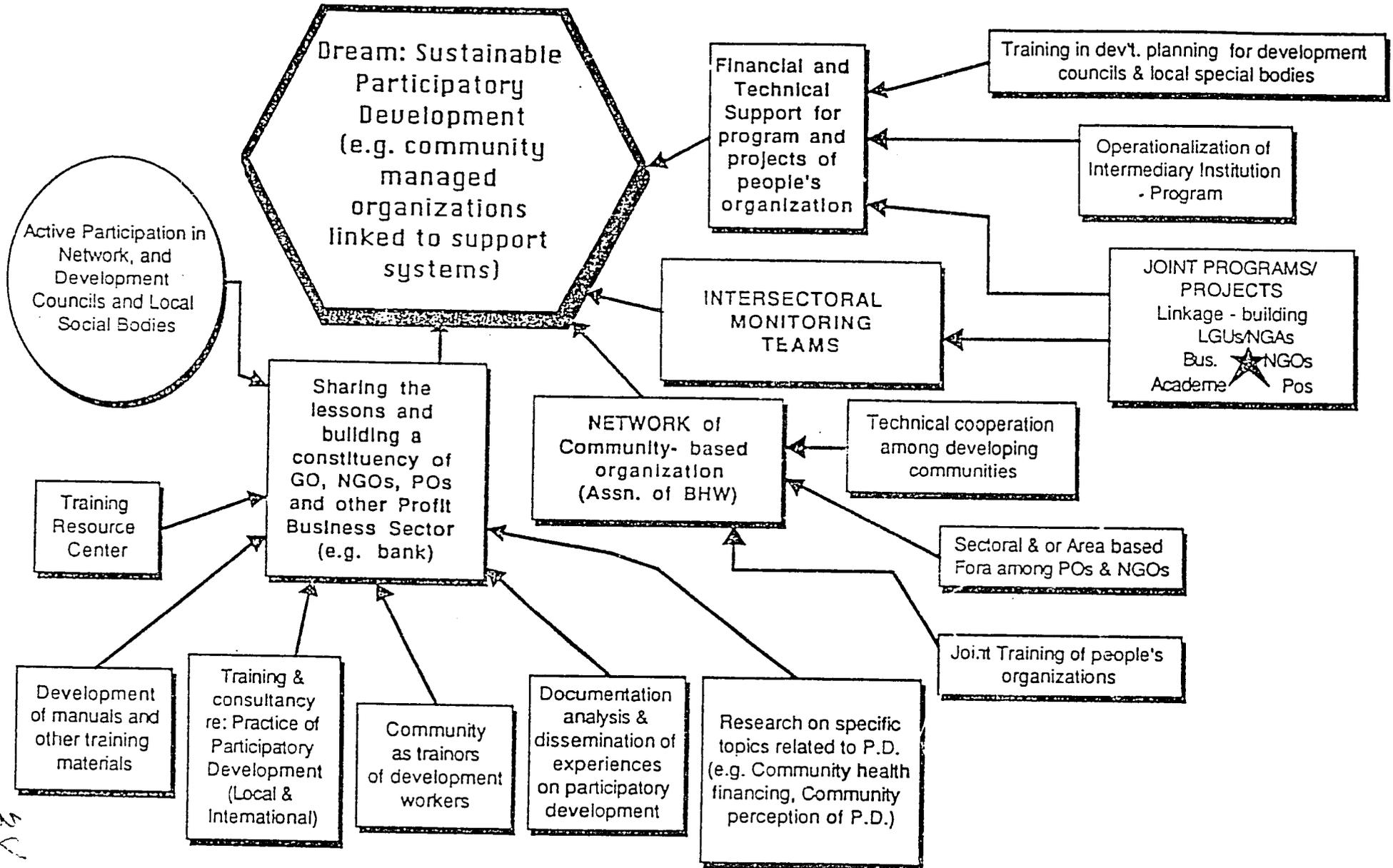
Democracy is putting development in the hands of the people. There are some quarter who look at this as putting development exclusively in the hands of the poor and the helpless. In the 15 years that I had worked in an NGO, I have learned that the practice of democracy requires the joint effort of all sectors of society with the communities in the center of all these efforts.

In the Institute, the dream of sustainable participatory development is sought through four types of results in the area of seeking a broad base of support for participatory development. In this paper, four areas are:

- *Provision of financial and technical support to community planned programs and projects;*
- *Inter-sectoral monitoring and evaluation teams;*
- *Building of a network of community-based organizations (e.g., association of barangay health workers, provincial network of partner organizations);*
- *Sharing the lessons to build constituency for the practice of participatory development.*

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**Stage 2: Going beyond the Community**  
*Building a constituency for P.D. Among LGUs, Dev't Councils other NGOs, the Academe, National Gov't. Agencies Funding Agencies and the Business Sector (e.g. banks)*



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*Providing Financial and Technical Support to Programs and  
Projects of People's Organizations:*

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A few of the community-planned projects listed in the preceding section draws its full support from the community itself. However, many of the projects require financial and technical resources which are not available in the community.

The Institute recognizes that the process of building community capability and confidence in their capacity to influence change requires many cycles of research, planning, implementation, monitoring, evaluation. Therefore support for communities planned projects serve the dual purpose of solving the problem and building their capability and confidence in their change process.

To respond to this, the Institute enhanced its programs in the area of providing sub-grants to the community. Serving as an intermediary institution became a major program area of the Institute. The institute also included other people's organizations and small NGOs as beneficiaries of technical and financial assistance they need for their respective projects.

It became evident that the institute can never respond to all the requests that received. It was also evident that linkages with appropriate government organizations and banks will promote community access to these resources.

In the beginning the linkages were limited to referral of cases which needed the attention of government health workers. As the communities identified other problem areas, it became necessary to identify other organizations with a mandate related to the needs of the community.

While most of the initial contacts are made by the staff, the subsequent contacts involve both the staff and the community leader concerned with the specific need.

We found that while the government has many resources, these can be enhanced by other types of support from the NGO sector. Thus together with the National Economic and Development Authority (NEDA), The Department of Health (DOH), the Population Commission and the Development Academy of the Philippines, the Institute and DPF jointly implemented a project.

The Community Health through Integrated Local Development (CHILD) Project set up mechanisms for joint program planning, implementation, monitoring and evaluation from the village to the regional level related to the promotion of child survival in 280 project communities in 33 municipalities of five provinces and two cities.

Together, the team tested strategies of GO and NGO - Community Partnerships. These brought together communities and development agencies as partners in the change effort.

### *Inter-sectoral Monitoring Teams:*

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Most of the intermediary institution work of the Institute is being managed in partnership with other organizations.

A component of this is the use of Inter-sectoral monitoring teams which was first tested by the institute in the CHILD project supported by USAID. This brought regional officers of different agencies in direct contact with project communities. All project communities were visited by the same team every three to four months. The monitoring teams were guided by the community data boards. The interaction with the community led to identification of areas they can solve jointly. The direct contact between the monitoring team (who stay overnight in some villages) and the community led to some comments from the community regarding an improved appreciation of the government's attempt to reach out to them.

In many cases, belief in the government was enhanced because of this interaction.

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*Building linkages among community-based organizations  
(e.g., association of barangay health workers, provincial network of  
partner organizations);*

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To seek recognition as community based organizations who have experiences related to concerns of local special bodies and development councils, the institute recognized the need for the community based organizations to build a network among themselves. In some cases this led to representation in these local special bodies.

The linkages among these community based organizations was promoted through "technical cooperation among developing communities" where groups experienced in the implementation of specific programs (e.g., community credit; health; participatory research, etc.) became trainers of other community organizations planning to implement the strategy.

The linkages were also built through a series of fora among organizations within the same sector or the same province/municipality.

These are further enhanced when training of the people's organizations bring them together.

A project designed to enhance the capability of local health boards for health development planning linked the community health volunteers to this special body in 20 communities. The health board members recognized the presence of the community health data which was used as one of the major inputs to the health plans. This project is supported by USAID through PBSP from 1991 to 1994.

The Lutheran World Relief supported a similar mechanism in other municipalities.

*Sharing the Lessons to Build Constituency for the Practice of  
Participatory Development.*

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We have 15 years of varied experiences in the promotion of participatory development, the Institute had included in its strategy the documentation and dissemination of what it had together with its partners.

The activities are varied. It includes documentation of experiences including a round table series which resulted in a common definition of participatory development which was tested through the analysis of 19 case studies presented by various organizations. This is in the process of being tested further through an analysis of community stories about their own experience in participatory development (copies of video and book will be available by the middle of 1994).

The Institute conducts research on topics related to participatory development. This includes a study on community health financing; the application of community organizing through participatory action research in a municipal development program; Strategies for reaching the poorest of the poor; among others.

The cases and actual field visit become venues for getting the community leaders to serve as trainers of development workers. The training conducted by the Institute is offered to local as well as international development agencies of Thailand, Canada, Nepal, Japan and Cambodia.

The training programs are shared through training manuals, some of which are available (for a fee) during this meeting. These materials are also available through a training resource center where these are developed and shared in a library supported by USAID. This was recently designated as the resource center on maternal and child health and family planning for the region.

These are also shared through participation of staff members of the institute in various training and consultancy contracts including but not limited to UNICEF training of primary health care workers in Sulo and Tawi-tawi; the ADB supported preparation of manuals for governors and mayors on the devolution of health services; the design of the community health development component of the Philippine Health Development Project funded by the World Bank.

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All of these require investment in networking. Thus, the institute is an active participant in various development councils (e.g., the Mindanao Development Council or MEDCO; the Regional Development Council Executive Committee and the development councils at the provincial and municipal level). It is also active in various networks such as PINOI and PHILDHIRRA. It is also represented in the steering committee of KABISIG and Population Information Network (POPIN). It also participates in activities of the Presidential Commission to Fight Poverty.

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### CONCLUSION

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Given the experiences of the Institute which is just one of the many examples of "POPULAR PARTICIPATION Leading to a Strengthened Democratic Process", I wish to highlight the following:

1. *promoting popular participation should be done side by side with the building of constituency for participatory development.*
2. *the problems are too big for any organization to solve. There is room for everyone to take part in the effort. However, our experience shows that it required a shift in the way we view ourselves and others. There are times when one of us will be ahead of the others. In other areas, they will be slower than the rest. The important thing is that we walk towards the same dream of every person believing that change can come through the combined effort of the community and the other development workers.*
3. *It requires humility. It requires willingness to accept that what seemed like the best decision at one point is the worst decision today.*
4. *In my mind, democracy is the freedom to become the decent human being all of us are meant to be. It is a full time job. It requires working together. It requires celebrating the successes and that of others. It requires seeing the best in everyone- even the people who seem to have nothing but your worst interest in mind.*

What does it take to make participatory development work towards a democratic process? The only word that comes to mind is that every development worker must have AGAPE or unconditional love in their hearts. It is not easy. There is no way that I can see myself as that person who is totally guided by AGAPE at this time. The only thing we can do is to keep on trying.

In the process we help others but in many ways we are really helping ourselves achieve our common dream of a Philippines that is freed from poverty.

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THREATS TO PARTICIPATORY PROCESSES --  
THREATS TO DEMOCRATIC INSTITUTIONS

by Ruth S. Callanta and Marie D. Apostol

INTRODUCTION

That popular participation leads to strengthened democratic processes <sup>and vice versa</sup> is no longer debatable. The People's Power Revolution at EDSA in 1986 vividly showed how people can actively demand meaningful change [and by doing so determine their destiny and that of their country.] Since then, <sup>And</sup> we have [continued to] witness remarkable changes in our political systems and structures that <sup>These</sup> enshrine the importance of creating mechanisms for broader people's participation in our efforts to evolve into a truly democratic society. Not the least of these is the provision in the 1987 Constitution which institutionalizes popular participation as a key strategy for national development.

[The same Constitution directed our return to democratic processes after 14 years of authoritarian rule: it instituted regular elections at all levels, provided for a multi-party system, re-organized the judiciary, and re-opened Congress.]

In 1991, the enactment of the Local Government Code served as further groundwork for instilling popular participation. The Code seeks to institutionalize democracy at local levels and to empower people by decentralizing political structures and processes such that they allow more people at the grassroots to

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contribute to decisions and initiatives that directly affect their lives.

Finally, the growth in number and spread of non-government and people's organizations, their growing influence, and their progress in creating positive changes in the social and economic landscape are events which likewise connote that popular participation is a real tool for strengthening democracy.

However, even in the presence of all these positive manifestations of growing people's participation and evidences of democratic processes, I will still have to say that popular participation -- the kind that will lead to full economic, socio-cultural and political empowerment of the majority of the people -- still remains a dream and a vision. Allow me to explain myself.

First, let me define what I mean when I talk of popular participation and empowerment. When I speak of participation here it is in the sense of people being in control of the economic, social, cultural and political processes that shape their lives such that by so doing, they can be empowered and gain access to, ownership of and control over the productive means to pursue health, wealth and happiness.

Consequently, to the extent that participation is determined by the level to which it is able to empower the people, empowerment, therefore, is sine qua non to the success of popular participation.

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## OUR CURRENT SITUATION

### *There are* Blocks to Popular Participation

If we take a look at the existing social, political and economic environment prevailing in the country today, we can see several factors that restrain the flowering of real participation and empowerment.

First, there is the inequitable distribution of the country's wealth and resources, resulting in the concentration of control over these resources in a powerful few. One stark reality is that the top twenty percent of the population enjoys ten times more in income than the bottom twenty. Translated further, this means that more than half of all income goes to the top twenty percent of the population, and only about 5% goes to the bottom twenty. Likewise, land -- a potent factor of production in an economy which is still largely agricultural -- continues to be owned only by a small portion of the population.

Despite the vast amount of money and manpower being poured into the land reform program, most of the people working in the agricultural sector remain tenants or farm laborers. These disparities have their roots in a colonial past that venerated the feudal structure. The widening gap between the rich and poor continues for the reason that the rich elite -- composed of capitalists, industrialists, traders and bankers -- have been able to preserve their influence and dominance over our economic, social and political systems.

Second, there is the related problem of increasing poverty. Percentage presentations appear to show a decrease in poverty incidence from 44% in 1985 to 41% in 1991. Absolute figures of

those living on incomes lower than that which would be able to provide minimum dietary and other subsistence requirements, however, actually increased from 4.3 million to 4.8 million people in the same six-year period (NSCB). That poverty is increasing despite massive resources poured into anti-poverty activities is symptomatic of fundamentally flawed economic policies and strategic weaknesses in the approaches being used to address the problem.

Thirdly, our financial system persists in remaining inflexible and discriminative, biased in favor of the rich. (Although this could possibly be true of other structures -- from the legislative, to the executive, even to the judiciary -- allow me to zero in specifically on our financial structures, since these would figure prominently in economic empowerment efforts.) The financial sector is dominated by commercial banks which controlled 76.2 per cent of total resources in 1990 and dictate the movement of the whole financial system. Their restrictive policies have had far-reaching and repressive effects on the private sector, especially in agriculture and small enterprise. These policies include restrictive lending processes which require large collateral and voluminous documentation, high lending rates, and the siphoning of rural savings to fund loans to urban borrowers.

All of these policies tend to discourage the entry of small and micro borrowers to the financial system while providing ready credit to the rich and already powerful in the business and financial sectors. They encourage the concentration of invest-

ments in growth centers to the detriment of the poorer areas where the money originally comes from. That commercial banks also grant a larger proportion of their loan portfolios to less productive sectors of the economy like trade, financial institutions and real estate, and less to the manufacturing and agricultural sectors (which would benefit the economy and a larger portion of the population more in terms of increased productive capacity and job creation) is also an indication of the anti-developmental and anti-poor biases of the existing system. That government drags its feet on instituting reforms that would make the system more inclusive indirectly supports and perpetuates the situation.

### Our Two Worlds

These three factors are mutually reinforcing and together they create two highly dichotomized worlds in Philippine society, with equally disparate systems and world views.

On the one hand, we have the world of the resource-holders. This is the world where people are well-fed, well-dressed, well-educated, well-paid, well-connected and influential. It is here where the roots of inequality are tolerated and silently acknowledged as the norm, In this world the main aspiration is the accumulation of even more wealth and learning to sustain their lifestyle.

On the other hand, there is the world of the poor where people are homeless, assetless, and swamped with problems of land tenure, peace and order, poor health, poor education, drugs, and violence. They eat nutritionally inadequate diets and drink

contaminated water. They lack access to credit, technology, training, basic social services and the economic resources that would allow them to be more productive. Their major aspiration and preoccupation is simply to survive.

### Efforts to Bridge the Gap

The gap between these two worlds can be breached only by pulling the poor up to the ranks of the non-poor so that they can compete in the market on relatively equal terms. This would mean democratizing access, ownership and control over productive resources, such as land, credit, technology and skills, so that they can be reached by the poor. It means building the capabilities of the poor such that they can manage these resources once these are made available. It means reorienting resource-holders and reforming structures and systems such that they become more open and friendly to the less advantaged. It means helping the poor to expand their options and realize their potentials as human beings created in the image and likeness of God. In sum, it means empowering the poor, and liberating them to reap the full rewards justly due them.

### DETERRENTS TO CHANGING THE CURRENT SITUATION

#### One: NGOs as Barriers

We in the NGO sector have been looked to as the vanguards of empowerment processes. We have made it our mission to take up the cudgels of the poor and to advance the tenets of democracy for the attainment of more distributive justice. However, there are structures and processes internal to us that are worthy of our

immediate attention if we are not to be barriers ourselves to the processes we wish to establish.

One, we in the NGO sector recognize that achieving the end goal of empowerment requires time and perseverance, especially when our clients are the poorest of the poor, which pits us against a lot of structural constraints. Often, however, because most of us have unstable funding bases and have to depend on donor agencies, we are under pressure to accomplish our tasks quickly, to shortcut beneficiary selection and development processes and spend money fast. Sometimes, simply because money is available, we encourage people to form people's organizations when these do not exist simply to facilitate delivery of the assistance. Thus, there are numerous cases where potential recipients form superficial groups when they sense that it is the quickest way to obtain goods or services. Naturally, this does not enhance participation, nor does it help the empowerment process.

Two, we have learned that efforts to promote participation and empowerment must simultaneously offer concrete economic achievements. This cannot be argued, but somehow we run the risk of taking it too far. In the case of our credit programs, for example, we become so tied up in the administration of lending and collection we become small banks ourselves imbued with the financial sector's disinclination for social activism, and we lose sight of credit's transformational goal. This is clear in the way our borrowers become preoccupied with generating profit, competing with their neighbors and repaying their loans --

focusing solely on money and their participation in the money economy -- that they have no time to reflect on the deeper causes of their impoverished situation or to fight for its redress.

And third, there is the trend towards coalescing and building up supra-structures of NGOs. This is necessary to consolidate resources and to facilitate networking and the consolidation of pro-poor power structures. However, if we are not careful, we run the risk of imitating the inefficient tendencies of the bureaucracy that we are supposed to provide a fallback for. [It is interesting to note that while government itself is struggling to decentralize, we in the NGO sector are moving in the opposite direction. By centralizing processes and systems, large NGOs might end up neglecting and excluding the needs and initiatives of the smallest and least influential groups and communities. Exclusivity is anathema to the dynamics of empowerment. Thousands of centers of citizen's initiatives must flower and flourish if we are to move towards a new economic and political reality.]

We may have begun to forget that it is the people's voice that will bring change. As long as we presume to speak for them, we are creating dependence, not empowerment.

### Two: Globalization and Increasing Materialism

The NGO sector must strengthen its ranks now more than ever because inequity and poverty will be further reinforced by the irreversible trends of globalization and increasing materialism.

Globalization is defined by Michael Bogsinore as "the integration of local and regional resources around the world in

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an efficient way to gain competitive advantage". Other economic experts also define the phenomenon as the "international mobility of factors of production and of companies that lead to closely interrelated economies".

Though globalization is a sound and viable policy from the point of view of business since it is sure to increase monetary gains, its hurtful effects on human development efforts are becoming quite clear.

First, the expansion and modernization of telecommunications will introduce new work ethics which may make personal interactions through consultative and participatory processes superfluous.

Second, while computer and information technology have made life easier, this may only be true for the rich. It may further marginalize the poor who cannot buy or use the technology or take advantage of the information due to their lack of education and access to capital.

Third, globalization further glorifies and expands the tenets of growth-driven economics, may undermine the sovereignty of nation-states, the authority of leaders and governments, and may lead to economic policies that accommodate the requirements of global efficiency to the further exclusion of the poor.

Fourth, globalized efficiency will rely on speed, since this is what all the technology is in aid of. The pace of business is liable to dictate the pace and direction of everything -- including governance and public development policies and strategies. Long-term participatory processes and empowerment programs are at risk because they buck this trend.

Fifth, globalization will mean that business and industry will be operating on lean and mean structures whose selection and entry processes will naturally screen out the poor who are disadvantaged by poor health and lack of skills.

And sixth, in the drive for economic efficiency, globalization will tend to pursue the homogenization of cultures through mass media in an effort to create mass markets with uniform tastes and standards to accommodate mass-produced commodities. This will further weaken the sources of connection and meaning which participation in a distinctive culture provides.

*Cut*  
All in all, globalization will begin to vest almost absolute power in two increasingly dominant but intrinsically lifeless creations of the modern world. Both threaten to pervade not only our economic processes but our political and socio-cultural systems as well. The first is the transnational corporation whose personality issues solely from a legal document which separates its persona from that of its human members. Its artificial persona allows it to accumulate wealth and exercise control over large amounts of financial credits belonging to millions of individual claimants. And it will do this with no binding obligation to the communities and resources in which it operates since it is only profit-driven and has no real human connection to them. Though they alienate and isolate peoples and communities, the well-being, growth and influence of transnational corporations remain well protected by government economic policies because of their influence over politicians

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and media and because their financial success significantly affects GNP.

The second article of alienation that the globalization trend will strengthen and perpetuate is the adherence to the power of money, the corporate world's overriding value and motivating force. We shall begin to see the ultimate substitution of money, a "substanceless artifact, for spirituality, the universal life force, as the primary source of value, meaning and identity in human society" (1). Those who already have it and have the capacity to make more will increasingly be able to exercise alienating claims over the natural resources, talents and knowledge of those who have less. Once money becomes an internalized value, the mere offer of sufficient credits can motivate the holder of real resource claims to relinquish it. In a globalized economy, this alienating process can happen to nation-states, to communities and to individuals. It is already a daily process in poor communities. Globalization processes are sure to create a state of almost unbreachable inequality in countries where mass poverty and inequality already exist. In such a state, the people who have more power by virtue of their financial credits will enjoy even greater freedom in plundering the environmental and other resources of the less powerful. And the greater the plunder, the greater the displacement and impoverishment of the weak. And because globalized business has no binding social or political accountability, the social and environmental burdens of its acts will naturally be borne by those who are uninformed and too powerless to resist.

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We must not be carried away by the idea that globalization is a force within itself and cannot be stopped. It is true that business will take whatever path it will have to to achieve its own ends of viability and competitiveness. This gives us no choice but to ensure that that path does not run rough-shod over the efforts of the majority to lead better lives. How do we continue to go about our work of eliminating inequality, redressing poverty and upholding the rights and claims of the weak in an environment that increasingly favors the powerful?

That we are being shown how subjugation to material values is destructive of every possible human relationship -- man with man, man with nature, and man with his God -- signifies a need to return to the spirituality that bred and sustained humanity not only over the past few decades that we have been working as NGOs, but over the whole of history. It is a spirituality that must be manifest in our structures, our focus, and our fundamental objectives, goals and values. It is a spirituality that derives from and strengthens the richness of human relationships.

### Re-assessing our Structures

Our challenge is, first, to be more inclusive, to try not to be so big and centralized as to neglect the initiatives of the poorest, the weakest, and the smallest. Second, to make our processes truly democratic so that the poor themselves can truly articulate and act on their needs and aspirations. And third, we must strive not to operate in ways that encourage the poor to believe that their entry into the money economy is an end in

itself -- they must learn that real empowerment comes from reflection and a full understanding of oppressive situations and liberating alternatives.

### Expanding our Focus

Globalization and materialism gain strength quietly and insidiously because we live in a money economy. This allows its primary agent, money, to insidiously influence our lives. This implies that to counter materialism, our processes must likewise strive to be just as pervasive.

We must therefore enlarge the focus of our advocacy for empowerment goals. One, we must concentrate now more than ever on organizing more and more communities and people's groups, awaken them to the awareness of the threats in their environment and galvanize their strengths so they can protect and uplift themselves. Two, we must continue to strive to influence government, to protect the interests of the governed, specifically the weak and powerless, against the opposing interests of the powerful. And three, we must begin to focus directly on the powerholders, to ensure that they observe democratic processes. Amidst so many threats that are anti-poor, we in the NGO sector cannot possibly succeed in empowering the people by ourselves. We need strong partnerships with government, with the business sector, and with the poor themselves if we are to make significant progress fast.

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## Re-examining Our Fundamental Goals, Objectives and Values

Finally, we must examine our fundamental goals and values, and consider our roots. There appears to be a need to return to our transformational mission. To the original truth that we can only empower people if we are able to help them to expand their options and realize their full potentials as human beings created in the image and likeness of God. Only with a true appreciation of our divine origins and our common destiny can we affirm human equality. And we can only do this by helping people to regain meaningful and fulfilling relationships with themselves, with their fellowmen, with nature, and with God. A return to spirituality is the only weapon we have against the threat of materialism. But believe me, it is a most potent one. Only by replacing materialism with spirituality can we even dare to hope for our poorest brothers and sisters that, one day:

"They shall live in the houses they build,  
and eat the fruits of the vineyards they plant;  
They shall not build houses for others to live in,  
or plant for others to eat."

ISAIAH 65:21

### SUMMARY

It is true that we have made great strides and achievements in enhancing people's participation and strengthening democratic processes. However, we have yet to make a difference in addressing the problems of mass poverty, increasing inequity and

and increasing control of productive assets and resources by the powerful. This has caused the emergence of two disparate worlds that NGO activities have striven to fuse into one.

The fusion of these two worlds now becomes difficult because we are already threatened by the irreversible forces of globalization and materialism. These threats can possibly weaken and even destroy democratic institutions, making obsolete popular participation which would enable people to take control over their lives.

Addressing these two powerful factors are not helped by the trend in the NGO movement to centralize (as well as other structural weaknesses) which weakens its own capacity to enable true empowerment through participatory processes to come to true fruition.

All of these internal and external threats to the effectiveness of the NGO movement to facilitate true empowerment and thereby strengthen democratic institutions imply the need for reflection on its transformational mission, to re-articulate its commitment to participatory and empowerment goals and processes, to re-examine its own structures and focus, and to double efforts to empower the poor, the disenfranchised and the marginalised. We must consider the need to create, amidst the sinister and irreversible threat of materialism, a new development paradigm, one that is anchored on sustainability and spirituality.

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## MEDIA AS A TOOL OF DEMOCRACY

By Simeon P. Dumdum, Jr.

Thomas Jefferson wrote: "...were it left to me to decide whether we should have a government without newspapers, or newspapers without a government, I should not hesitate a moment to prefer the latter."

Jefferson implied that for as long as there were newspapers, democracy would take care of itself.

For as long as we had the mass media, the flow of information and exchange of ideas would continue, shaping public opinion and consequently government policy, and because thereby the people would have a voice in its running, the government would remain "of the people, by the people, for the people."

The media-democracy equation, however, does not apply all the time. Media's claim, of being a tool of democracy, like all cold claims of the mind, suffers quite often in the fire of practice.

In the first place, mass media messages do not at all flow unhampered. Often the give and take of ideas -- of information, emotions, attitudes -- an exchange so important in the building of consensus, if not frustrated, takes place with not a little distortion or imbalance.

Messages go through mass media's many filters and likely as not come out disfigured or changed.

A number of the screens issue from mass media as an institution. The upper class own and control the "sending facilities" -- the newspapers, radio and television networks -- and because their owners, the elite, have designed them principally as commercial concerns, advertising tethers these facilities to the business community, and sales predispose them to serve an urban, middle-class audience.

In short, profitability is the bottom line, the Procrustean bed into which the message must fit.

Likewise, the licensing and censoring hand of government shortens or stretches or sidelines the message, as does the preconception -- as to what is newsworthy and who are newsmakers -- of editors and media workers, who as employees do not have full say, and who, because of time and means and not the least because of convenience, tend to rely on the government and established bureaucracies as "news sources".

These "anti-democratic" tendencies betray themselves quite noticeably in mass media's handling, both as givers and receivers of news, of people's organizations (FOs) and non-government organizations (NGOs).

How ironic, for nowhere do we find more vigorous the democratic impulse than in the FOs and NGOs.

In fact, the basic concept of non-government groups is the very same thumb-nail definition of democracy -- being "for the people, by the people, and of the people".

The growth of non-government organizations in the Philippines has been phenomenal. In the "democratic space" of the first three years of the Aquino government, for instance, 5,000 new groups joined the 16,000 already in existence as of 1985. (A DILG count put the number of NGOs in the country at 65,000, according to a report in the September 12, 1992, issue of Malaya.) Sources fix at about 100 or so the number of non-government and people's organizations operating in Cebu City alone.

Definitely, the non-government organizations now make up a "new" sociopolitical sector. However ill-defined this may seem at times, the NGOs, PVOs and POs have no doubt emerged as important "actors" in governance and society, and have become, according to someone, not just experts in development projects but also experts for the people in the art of "becoming community".

No less than the State realizes this. In fact, in the Philippine Constitution and the Local Government Code the State seeks to institutionalize NGO participation in governance.

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Despite this the image of the NGOs that emerges in the mass media suffers from fuzziness and distortion.

Until my involvement in NGO work early this month, I had practically no knowledge about the work of these organizations in Cebu City, except some enterprise engaged in the manufacture of an item of domestic utility that reportedly lost money, and a contracted environment job that allegedly failed and ended up in court. Both were given prominence by the local media -- two daily newspapers, 12 AM and 13 FM radio stations, six network television stations -- which apparently find the NGOs newsworthy only when some notoriety attends their work.

Whether they realize this or not, non-government organizations need the media, and must add communicating with and through media as a component part of their programs. For their work has less to do with teaching the rural folk how to manage a piggery or run a cooperative store than with, in the words of an anthropologist, creating "an atmosphere in which collective wisdom reveals itself".

This means, according to a writer, that "the kind of infrastructure non-government organizations create must not only be economic but above all educational." In the end this is true, whether the organization seeks to address immediate subsistence issues or works for

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social justice, whether it conceives of development in terms strictly economic or mostly political.

Obviously, to succeed, non-government organizations must gain the support, not just of the direct beneficiaries of their work -- the marginal folk, the farmers and fishermen, the urban poor -- but of the larger community as well, for ideally a sense of community should precede every developmental enterprise and not the other way around.

Besides, only with the support of the bigger community -- support that can be midwifed more speedily by the judicious availment of mass media facilities -- can the NGOs become effective "actors" in politics and governance.

The last elections, in which candidates fielded or endorsed by the NGOs made a dismal showing, have brought this fact home to us.

How then can we enhance the capability of the NGOs, PVOs and POs to use the mass media in the interest of local communities?

Our group, recently formed and named "Barefoot Media Initiative" (BMI), makes this its primary concern.

We proceed according to a process which reverses the traditional path of mass communication. Communication should now flow from the communities "out" instead of "in", with the government and the media-using public

as the primary audience. On the other hand, media establishments and media workers need to see, have more heart for, and respond more to, the communication requirements and initiatives of the NGOs, FVOs and POs.

The mass media must allow for real communication to take place. Radio, for instance, must let the listener not just hear but speak. As early as 1932, Bertolt Brecht counselled that radio must move from being a means of distribution to being a means of communication.

Philippine radio, though seeming to be expansive and to encourage exchange or participation by the people in discussion, really works less as forum than as distributor of ideas and information. Almost always talk flows from a center, which monopolizes the discussion through monologic discourse. By and large, it does not give listeners a sense of participation. In this country, an observer writes, "listeners are consumers rather than producers of meaning and messages".

How do we draw the NGOs, FOs and FVOs -- a sector in shape ill-defined, in ideology diverse, in organization fragmented, in programs and priorities mixed, in social and geographical distribution dispersed -- into mainstream media, such that they and the communities they serve become the producers rather than the consum-

ers of meaning and messages?

How can we make the sector a privileged or favored source of news, just like business and the government?

The technical obstacles towards this objective, such as the largely ~~amateurish and uncoordinated~~ *fragmented, limited and sectoral* media work of NGOs, we seek to remove or reduce through training, and liaison, networking and editorial-and-dissemination support activities.

Obstacles inherent in mass media as an institution -- the institutional "filters" -- will take more time, more pluck, more ingenuity and resources to pull out, since these likewise concern the economic and political structures to which the media are tied.

But media's "free market" dynamics will prove friendly to the effort to make the NGOs a favored news source the moment the NGOs, having professionally trained and networked with media establishments and workers (publishers, editors, reporters), keep a steady supply of suitable materials pouring in, more so the moment the NGOs and their communities, having the numbers, convert themselves into an important media "market" or "constituency".

Besides, having strengthened their communications capability, the NGOs can very well have their own independent, "alternative mass media initiatives", such, for example, as "urban-poor newspapers".

Barefoot Media Initiative contemplates the training and accrediting of "barefoot reporters" who will

come from the NGO ranks. These men and women will be  
tooled in the skills of journalism and will represent,  
not a newspaper or radio or television station, but the  
communities, the people, who themselves have stories to  
tell, messages to transmit, and who for once deserve a  
hearing from the government and the general media-using  
public.

Indeed, the media can be a genuine instrument of  
democracy by considering every man, woman and child,  
not just a reader, listener or viewer, but also and  
above all a "reporter".

SPEECH: MELINDA QUINTOS-DE JESUS  
Delivered to the  
NGO Conference, Cebu  
September 17, Friday

### MEDIA AS A TOOL OF DEMOCRACY

My colleagues.

I speak to you this afternoon not only as a media professional, but as an NGO worker, an advocate for change in this country through the instruments of media. I am clearly here not only to speak to you, but also to listen to you and to learn from you. While my work as a journalist now spans more than two decades, my participation in the NGO public service sector is of a more recent history.

Starting the fourth year of the Center for Media Freedom and Responsibility, where I am founding board member and executive director, I have come to feel each year that the work always seems to be starting out from scratch. Perhaps, it is because, each year, we have to start from level zero in terms of our funds. But, then again, it may also be that as one moves on in the work, it is only to discover more things to do, and more ways and means of addressing both old and new problems.

From this dual experience, I have drawn some tentative conclusions:

- 1) Both kinds of work, in the media and in the kinds of activities taken up by the PVO-NGO/PO sectors, the work seem to be endless. We are always on call and it is the kind of work that doesn't watch the clock - not nine to five but rather round the clock.

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2) It appeals to individualists, enterprising spirit who are protective of their sense of freedom and autonomy.

3) Both are involved in advocacy for change, in reform and social transformation.

For this shared perspective alone, I welcomed this opportunity to be with you at this conference, to try and discuss an issue which has been much on my mind since the historic people-power event of February 1986.

As a journalist, the work in the early eighties through 1986 involved me in advocacy journalism, testing the limits set by the Marcos government and its crony press. That period found resolution on EDSA in 1986.

The liberation of the press started, or re-started many careers in journalism. Instead, I found myself derailed into a new field and endeavor.

The question rising like a fever in the brain was "Where are we headed in the Philippine press? What comes after press freedom?"

You see, in a few short years after the recovery of press autonomy, it was obvious that so much freedom did not necessarily mean that we would be doing only the right things as journalists. And I was not alone in sensing the profession thrown by this wave of press power and without rudder or anchor in troubled waters.

The institution of the press and the news media quickly recovered its place of importance, of power and of privilege.

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But in this period of euphoria, there was little pause to review the obligations accompanying this freedom nor to examine the code of ethics which anchors our practice.

In the course of such dramatic passage from dictatorship to democracy, from regulation and control to freedom and autonomy, one would have expected the press to gather its members together and look to its role in a period of transition. Given the extraordinary manner in which the new government had risen to power, crisis was to be expected to strike at any given moment. But even when crisis did strike, there was little inclination for introspection, to think on the role of the press in the process of democratization.

Perhaps, it was a kind of blissful ignorance of how difficult it would be to make democracy work. Perhaps, it was the misconception of the EDSA event as the end of the struggle, rather than the beginning of the real one. Perhaps, it was the idea, so prevalent not only in the press but also in other sectors, that, given the crucial element of freedom, democracy would unfold with a pre-ordained plot and script.

To be fair, there were efforts to invoke the force of press authorities, through the pre-Martial Law institutions of the National Press Club and the Philippine Press Institute, a nationwide association of publishers in the Philippines.

There were a number of press organizations incorporated or reinstated in this aftermath. The special interest press

groups were still in place, some focused on civil rights; others worked on management/labor issues. There were other organizations formed after EDSA, but to list only some and not all of these would be to risk the charge of bias and favoritism.

But, there has been no comprehensive effort on the part of the entire profession to examine the potential of media for strengthening democracy. There were legislative efforts to install a national media policy, but no one seems to know where that has led, and looking at the legislative process now, that may not be the best approach to the problem.

#### THE VIEW FROM THE PRESS

Even now, I think, that a majority in the media gives the question little thought and are comfortable enough to say: all we need to do is to deliver the news in an environment of freedom and we would be fulfilling the task of the fourth pillar of democratic governance.

But I think this simplistic view is cause for alarm. Such lack of awareness and consciousness about certain values suggests a practice of journalism which renders the news more and more meaningless from day to day, with little connection to the concerns of the people.

Journalists in the Philippines are generally satisfied with a traditional role: that of watchdog of government and other centers of power, mainly business and other bases of economic wealth. While subscribing to other institutional roles, such as disseminating information, creating a public forum, transmitting

shared cultural and political values; the press and media tend to regard these as motherhood statements rather than active values.

Upon examination, each of the above-mentioned roles would indeed enhance democratization. Unfortunately, the press and media are not in the practice of checking out how well they do or don't fulfill the requirements of these roles.

Most media enterprises are set up as businesses or as political vehicles. They operate as competitors. And in the period after EDSA, there has not been sufficient time to develop and promote a professional culture or a shared and common vision about their place in a developing democracy.

Given the context of free enterprise, the philosophical bent in Philippine journalism today adheres to the libertarian theory of communication. Theoretically, this implies universal access to the channels of communication, every member or sector having equal right to be heard. In practice, this involves a system of private enterprise, where "anyone with sufficient capital could start a newspaper or magazine or publishing house."

In the past, capital requirements were not so massive as to set up barriers to access for every idea or point of view. Dealing only with relatively smaller markets, the competition was open to small players, to newsletters and such. At such a time, the system may have been democratic enough. And it was probably safe to trust the self-correcting force of freedom to promote what is true and what is good for the people.

Can we continue to trust the natural process to correct things in the end? At this time, when the costs of publishing

have become so tremendous, the free market of ideas and news has also resulted in the restriction of access only to those who have the means.

If newspaper publishers and editors were all committed to a more enlightened view of their mission, the press and media would probably soon evolve into a truly democratic vehicle of public communication. But because we believe in unusual access/ no one can be barred for their lack of enlightenment.

Today, we can question whether the media would develop a democratic instrument of public concern.

Rather, lacking such commitment on the part of the profession to fulfilling the genuine needs of a growing population, what we have witnessed are the growth of media for purposes extraneous to the original objectives of the press.

These are guidelines in the service of democratization. Sadly, even the most passing survey of our press and media would show how the institution has been derailed from these directions.

There are many reasons cited for such derailment. But the most significant is the lack of inclination that afflicts the profession, not only in the Philippines but elsewhere.

Which is why, I think, we are listening to too many talk shows that are designed for exposure of media personalities. Which is why, I think, there are several pages on leisure and entertainment, but hardly any given to the news of the NGOs who have been involved in empowerment of the people at the grass-roots. Which is why, I think, even in the coverage of your own

issues and concerns, it is the views of the politicians and other powers that dominate the reporting as well as the commentary in the press.

#### A GLOBAL TREND: THE NEWS MEDIA AS ENTERTAINMENT

Media critics are beginning to point out that in much of the Western world, where the press and media organizations enjoy a wealth of resources which we only dream of here, the mass media have also given way to forces which have more to do with showbusiness than journalism. And this has succeeded in changing the basic framework of journalism and the mass media in general.

The nature of the beast, so to speak, has reverted to its primitive plane, driven by the forces which test the instinct for survival and endurance. The forces drawing the media away from these goals have become so pervasive that many media professionals now accept the new rules as the way to do things. Simply, they say, that's what the public pays for; that's what the people buy.

This model runs counter to the requirements of democratization, and is most inimical in impact in a developing democracy where the political institutions are fragile; and where social values and economic resources have been seriously eroded.

#### CRITICS FROM WITHIN

The criticisms about the media have come from any number of sectors. But it is probably best to cite the observations made by practicing journalists themselves.

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In a series of roundtable discussions on governance in an information society, organized by senior government officials in Canada, three leading Canadian journalists observed "a profound transformation" in the way the media work, becoming more and more driven by commercial market forces as an entertainment business.

The report on the discussions records a view among practitioners themselves, they say "journalism has begun to change its assumptions and altered its test of relevance." The profession has also submitted only to the market as its only measure of accountability. Meaning, if the people want this, if they watch or listen to it, then that is what we will give them.

The result has been an oversimplification of discussions of policy issues; a short attention span and limited range of interest; a domination of the news by the personalities representing the power groups of society, an exclusion of important issues and information which the people need to know about if they are to exercise their options and make their choices with intelligence.

From the US side of the border, an American journalist echoes the same criticism.

In an article in **The New Republic**, Carl Bernstein, of Watergate fame complained about the quality of American mass media, pointing out that the "great information conglomerates of this country are now in the trash business." He continued, "The failures of the press have contributed immensely to the emergence of a talk-show nation, in which public discourse is reduced to ranting and raving and posturing..

The press has abdicated its responsibility, he said. And the result is the "spectacle, and the triumph of the idiot culture."

The question is: what kind of democracy arises from this situation?

Sounding off the same vein is David Halberstam, who describes in his book, **The Next Century**, the result of a political system and style driven by the requirements of television journalism. "Thanks to television," he says, "the national agenda becomes not what our long range or our most pressing problems are, but those that produce the best film." What will make it to the evening's news program? How will it play on footage?

On the local front, we are not far behind on the same tracks. Television dominates with its impact and news as well as the talk-show formats are controlled by the requirements of showbusiness, forcing the most serious journalists to play adversarial roles, to keep the energy level up with a confrontational mode so as to sustain audience attention. They are competing in a market tailored for the attention span of sitcoms and game-shows. And because of the impact of television and its hold on advertisements, the newspapers feel they have to compete to retain their commercial foothold. The tabloid style of screaming headlines, misleading in their focus and context, is seen as much on mainstream broadsheets.

In such a situation, can the media continue to become a tool of public information and citizen education?

To formulate an answer, we have to understand the mixed package that the media provide as a service.

### THE REACH OF THE MASS MEDIA

In a pinch and a crisis, the mass media are always the most effective instrument to deliver a message to the greatest number of persons. They had monopoly on impact and this is required urgently in the coverage of coups, disasters, war, and such kinds of events.

But in the coverage of process developments, in presenting the complex issues, in discussing the problems of marginal constituencies, the communities out in the regions and provinces -- the media will have to go through a learning process before they can do justice to these stories. It will also have to reconstruct its mindset if it is to serve more adequately the citizens' need for information and continuing education.

On another level, the media remain the most potent instrument for promoting values. Anything carried on any of its various channels reverberate in all areas of society. The quality of thinking and feeling, the mood of society can be shaped and tuned by the nature of the media.

But the media have abdicated this social responsibility.

The problem is, instead of leading and deciding to give the people what they need, the media have taken the path of least resistance and saying they have to give what the people want. And what the people want is to be entertained.

We can hardly afford to leave things the way they are.

The media are based on large investments of human and financial resources. What a waste it would be to allow it only to function minimally to limit the application of its genius only for the rare historic moments, or spread thinly to produce the daily fare of popular diversion, distraction and entertainment.

What do we have to do?

#### THE CONTINUING EDUCATION OF THE MEDIA

I have always felt that much like government, the people get the press that they deserve. And what is needed now is the kind of public vigilance to assist in the transformation of the press so that this can become a more constructive force in a democratic system. The situation now calls for the education of the media.

Who will do the educating? I suggest a small step and humble beginning.

I suggest that in this period of transition, groups like yours must make the necessary adjustments in order to force the media to broaden their scan and pay attention to other kinds of news. Make them discover your news, so they can get a little closer to the view at the bottom and the heart of what people need.

In the short-term and to a limited extent, there is no harm in learning to play the media game, according to their current rules.

Your advocacy for change and transformation will bear more abundant fruit only if you learn to interact with those involved in policy change. One of the quickest ways to intervene is to use

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the mass media. No NGO can remain an island without at some point limiting its effectivity and its goals. At some point, the NGO sectors involved in social and political development need to see their community as one of the many constituencies and special interest groups competing to affect the policy and development agenda.

To do this, this community must broaden the reach of your message, adjust your language and your mode of communication so that your goals can be more easily appreciated and understood by others who function outside your sphere.

The most effective way to get your message across to the world out there is to get it through the existing channels of media, newspapers, television, and radio. Or to create your own media formats.

There are ways and ways of working on these two levels.

The conventional way would be to install your systems of communication so your group or organization can become an effective news source. Not sometimes, or only for special events, but as a constant aspect of the work that you do. This means that you have to organize a ~~system~~ of data-gathering and analysis, so your projects and programs can generate news as you go along.

If you are involved in change-processes, it is critical that your data are updated constantly, as a way of self-monitor, and also as a mechanism for alerting the public to significant developments which may not be immediately evident.

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Then you must set up a delivery or transmittal system.

The press release is perhaps the most widely used, and therefore, the least effective. Only the most startling kinds of news really gets the attention of the editors in this form.

A more process-oriented manner would be to hold periodic regular briefings concerning your projects and programs. This requires some packaging efforts, especially, where this deals with a policy still in the process of formation.

Mounting your news, or staging an event for media coverage, such as an organized visit to a project-site, farm, etc. etc., becomes attractive to media members who welcome a break in the routine, a trip out of town, even if it is only a bus-ride to a heretofore unvisited site. Such events should involve as much visual content as possible for purposes of photo-ops.

The whole game has to keep in mind the nature of the media. There must be narrative structure that most newspapers require, they have to tell a story in order to make sense of an abstract issue. And the visual impact or sound-byte value television.

Radio is really much more versatile than it has been explored in this country. A whole project could come alive through soundtrack and commentary, combined with live interviews on location, as the National Public Radio in the US does so well and so effectively.

Given the resources, it may be worth it to explore the possibility of producing your own programs on radio or television. Radio time is relatively cheap and available. Local cable services are looking for program material.

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In this connection, the Center for Media Freedom and Responsibility is organizing a dialogue workshop with the objective of helping the NGO/PO sectors gain more effective access to the media. If you are free on Saturday night, we would like for you to come for an after-dinner consultation so we can hear more from you about your communication needs and maybe be able to tailor some aspects of the workshop to meet some of these needs.

#### MEDIA AS A SOURCE OF INFLUENCE AND POWER

The principle is elementary. Information is power. The kinds of information and knowledge that the citizens get to determine the quality of their participation in the policy-making process. Access to the media is a form of power, because such access allows a more effective intervention on policy changes. Only with such intervention from the people's groups can the system become truly democratic.

The aim is eventually to involve more substantive transformation in the value structures governing the media. I think those values must come from outside of the media and from the people themselves, as consumers, and as sources of news. Remember, the media are mirrors of society. We reflect what is out there.

At this point, the most common news-sources are the politicians, because they are accessible. The bureaucrats because they hold information. The businessmen, because they play the power-game.

That leaves major constituencies out of the picture. It leaves your groups and communities out.

At some point, the media need to recover its traditional force as a teaching/learning medium, one that provides what the citizens need to know so citizens can make up a politically mature body politic. Without such growth, democracy is only a periodic routine exercise in casting ballots.

A genuine re-thinking about the role of the media is going on all over the world. Tarzie Vittachi has suggested a re-definition of "news" so the media can become more interested not only in isolated events, but in the continuing stories that take time to chart and track. Deforestation is one of these. The changing place of women in society. Political trends.

Along this line, we in the Philippines are developing our own strategies to promote this long-term change in the media in our part of the world. A quarterly monitor of the performance of media is provided to about 500 journalists nationwide as a learning tool. Unfortunately, this journal remains begging for funding. We also organize roundtable discussions and workshops which bring together representatives of the media and other sectors to identify strategies to improve the work of the media as well as to bring about change.

If there were time, it would be good to discuss how we can cooperate to make mass media more sensitive to the process of change and the critical requirements of a developing society.

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## CREATING YOUR OWN INFORMATION POWER

Since this process involves long-term strategies, it is not too early to begin to think about what you can do to bring this about.

The NGO/PO can begin to take matters into their hands by mastering the new communications technologies that will be available eventually. It may be a little difficult to imagine working with the advanced forms of data-bank organizing and electronic networking, or interactive communication systems; but the time to prepare our mind-sets is now, not when the market gets swamped by them.

The literature is available and some groups are already ready to begin training instructions in this field. This community must put some of their resources to develop expertise in these areas.

In time, these coalitions and networks should build up a media front, with media strategies and tactics which will enable you to force public attention on the needs for change.

Some of these tactics will require some adjustments which you may be uncomfortable about. The projection of media-genic spokespersons who put a face and voice to the abstract situation and issues of your problems. Eventually, this would also mean mounting media-events in a way that the media will have to pay attention.

Another strategy is more effective links with other sectors, build up alliances and networks with sympathetic or empathetic

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"outsiders" who will help to broaden the circle of your ideas, perhaps, even facilitate the interpretation of these ideas for the rest of society.

Linkaging with sympathetic and empathetic members of the media will ease the process of intra-sectoral communication. It is in the nature of media to interpret for public understanding.

Vital interaction between the two sectors will also involve change in one or another, with the effect of making the issues more understandable to the public and to the policy-makers.

But the media need to be prodded. And they need some help to broaden their interests and redefine their ideas about what makes news. This is really not as impossible a task as it may seem.

#### FACILITATING DEMOCRATIC CONSENSUS

How does this promote a stronger democracy?

The facility with which a society attains consensus among competing factions, groups, regions is part of democratic governance. The terms of reference suggest that the task is not government's province alone.

It is ours. A shared responsibility. A challenge that calls us to a common undertaking.

We hope that this occasion can mark such a beginning.

Thank you for listening..

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## Tool of democracy

by Conrado de Quiros

Are media a tool of democracy? Well, if the educators and civic leaders who met last week to discuss "Media and Education" are to be believed, they are more a tool of idiocy than democracy. Media, they say, have taken the place of parents and schools in the community, with not very happy results. Too much pornography and violence are addling the youth's brains. It's time the public sat up and took notice.

They have a point about media not owning up to a responsibility corresponding to their awesome power-- although as far as addling the youth's brains goes, they should worry more about the too much rape and murder in real life. But they're right about advertising in particular. We still push cigarettes and liquor in print and TV as though they were God's substitutes for paradise. Well, maybe the liquor, but that's another story.

In any case, I don't know that we can really talk of media as an undifferentiated whole here. Surely the press, TV, radio and the movies make separate contributions to aiding and abetting idiocy--or democracy, as the case may be. I can only talk of the press, about which I know something. Is the press a tool of democracy?

Well, it's a tug of war between its vested interests and its libertarian roots, with the libertarian roots often tugging harder. Sacred cows do exist, but what are sacred cows for one newspaper are prime beef for another, so that they all end up at one time or another in the barbecue pit. The country's claim to democracy lies largely in two things--in free elections and a free press. And between the two, I'd say the free press was the greater ally of democracy. Or the lesser ally of idiocy. Both reflect the popular will, but the free press reflects it more sanely. The way elections are going, voters may soon just have to choose between two sets of candidates--movie stars and basketball players.

Compared to TV and radio, the press has a smaller reach, but what it lacks in quantity, it makes up for in quality. Its very weaknesses are its strengths. The press is limited by two things, which are that it requires literacy and a knowledge of English, both of which are severely lacking in this country. But that the press requires them also gives it a power and stature all its own. There is something almost magical about things that are said in print and in English. People take what appears in print as near-gospel truth. For its part, the magical properties of English you see in that people like to talk to their dogs in the language. Presumably, dogs respond more positively to commands in English--"Come here, Rover," "Fetch, Toto"--than they do in Tagalog or Cebuano.

But, yes, the press is a power tool for democracy in these parts. Only a couple of weeks ago, a group monitoring

press freedom in this country reported the murders of seven journalists last year. All happened outside Metro Manila, for the most part in Mindanao. While the news is cause for outrage, it's cause as well for reassurance that the journalists are doing their jobs. No, their job is not to die. Their job is to tell the truth about their time and place. But in many parts of this country, those are often one and the same. As advancing democracy goes, nothing comes close to it. Pushing back the benightedness in the land is the most elemental democratic campaign there is.

Again, the press has recently been charged with trying people by publicity. Now though cause for dismay, it is also cause for dancing in the streets. In a country deeply riven into rich and poor, strong and weak, trials by publicity are virtually the only way the rich and strong get to be tried at all. The only way tyrants and crooks get to be tried at all. The only way warlords and crime lords get to be tried at all. The newspapers violated Antonio Sanchez' rights by hanging him in their front pages? Get a sense of proportion. Get real. The press may suspend judgment, but it may not suspend disbelief.

If the press has acquired police and judicial roles, it did not seek them. It had them thrust upon it, by the sheer default of cops and judges. For obvious reasons, the public prefers to lay its troubles before the reporter rather than the cop or judge. The reporter may be lowly, but he is not lowdown. The way the press is making up for the other institutions of society, it may not just be a tool of democracy, it may be the tool box itself.

But that is a role the press has always had in Philippine life. Its roots go back to the Propaganda Period of the last quarter of the last century, when Jose Rizal, Marcelo del Pilar, and others wielded their pen against Spanish rule. They go back in the more recent past to the "alternative press" that rose from the bowels of martial law. It is not a press that is content to stand back and write disinterestedly about the blood that drenches the fields. It is a press that gnashes its teeth, that takes sides. But so its finest hours are paradoxically when tyranny rides the wind. Its worst are when a presumed normalcy is restored. The first brings it to heights of eloquence. The second plunges it to the Society Page.

Well, Yevtushenko had the same complaint lately. The tyranny of totalitarianism in Russia, he cried, had been replaced by the tyranny of the market. Given freedom, the Russians decided to read pornography in lieu of poetry.

Of course we get frustrated too, if not on the same scale as W.H. Auden. Ah, Auden groaned in despair, but "not one of my poems saved a single Jew from the gas chamber." Maybe it was the quality of his poems, although, well, he was Auden. But why should a poem save anyone from the gas chamber? Our ambitions are more modest. We'll be happy to send a single crook to it.

*Journalists*

*superiority of the*

*complaint*

## NGO/LGU COLLABORATION FOR DEVELOPMENT OF SUSTAINABLE GRASSROOTS DEMOCRACY

The Local Government Code was enacted to allow the people the widest possible space to decide, initiate and innovate as they get involved in the business of local governance. In the contemporary school of public administration, the transfer of power and resources from the national to the local levels of government system is referred to as decentralization. It has three forms or modes: deconcentration, devolution and debureaucratization. The old school, however, does not include the concept of debureaucratization. This new innovation provides the private sector an opportunity to assume certain functions which traditionally belong to government. In this arena, NGOs/POs are called upon to act as alternative channels for the delivery of basic services.

In May 1991, the Philippine Business for Social Progress (PBSP) signed a cooperative agreement with the United States Agency for International Development (USAID) to implement the Local Development Assistance Program (LDAP) NGO Support Grants Component. The program intends to lay the groundwork for people's participation in the decentralization process.

From our PBSP-LDAP experiences, we have noted a fourth mode which will accurately serve as the basis upon which the spirit of the Code was established. We refer to the fourth mode as DEMOCRATIZATION. It is the process by which people's participation in governance is institutionalized. It seeks to affirm the inherent right of every citizen "to participate in the transformation of society based on justice and equity. Democratization is pushing political decentralization further from national to local levels to the grassroots communities". It does not only view NGOs/POs as implementing partners of government projects. It views these private institutions and grassroots organizations as active participants in the whole process of governing. Likewise, it affirms the NGOs/POs' innate bias for enabling beneficiaries of development to become dynamic participants.

Why are NGOs seen in many cases, as playing a central role in the promotion and operationalization of the Local Government Code? Dr. Alex Brillantes Jr., currently Director of the Local Government Academy, and decentralization scholar, posits in his article "Redemocratization and Decentralization in the Philippines, Prospects for the Increasing Role of NGOs and POs" that empowerment exists when there is self-reliance, genuine control of one's resources, people's participation in governance and the ability to influence

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A Paper Presented to the 1993 Annual Meeting of the PVO and ECO Grantees of USAID on September 17, 1993, at Cebu City, by Mrs. Maria Aurora F. Tolentino, Executive Director, Philippine Business for Social Progress, with the Assistance of the PBSP-LDAP Program Management Office.

the direction of one's future, and that in this, NGOs have a comparative advantage because of their sensitivity to the needs of the population, considering that they operate at the grassroots and are thereby, much closer to the people, their flexibility and dynamism and ability to adequately and realistically respond to local needs. Michael Cernea, in his study, "NGOs and Local Development," (1988) added that NGOs have the capacity to reach the rural poor and outreach to the rural areas; they have the capacity to operate at low costs and are able to innovate and adapt.

Our LDAP experiences have surfaced five emerging themes in terms of NGO involvement in local governance:

- 1) **Democratizing Decentralization.** The growing participation of NGOs and POs in the operationalization of the code through membership in local special bodies (LSBs) provides the grassroots with alternative mechanisms for participation in local governance. While the process of accreditation and representation in the LSBs had many problems not all of which have been resolved, it has resulted in a number of positive results: the first is the launching of a fairly massive campaign to get NGOs and People's organizations to understand the provisions of the Local Government Code that deal with NGO/PO participation. This will hopefully lead to a better informed and thus more meaningful citizens' participation in governance in the future. The process also brought into being the National Coordinating Council for Local Governance (NCC-LG) composed of 23 National Networks of NGOs/POs.

The NCC-LG has held 15 regional and over 50 provincial meetings to discuss those provisions of the code that deal with NGO/PO participation. In these conferences, many NGOs decided to join the accreditation process and to tie up with local government units.

The process and program also organized the Sta. Catalina Forum. The forum got its name from the Sta. Catalina Convent in Baguio where the first meeting was held. The forum brings together representatives of government line agencies, the League of Provinces and Municipalities and various NGO groups to exchange views on the decentralization and devolution processes. The Sta. Catalina Forum is resulting as well in problems that one sector has with the other sectors so that solutions can be developed together. The Sta. Catalina Forum is, I think, resulting in a greater degree of appreciation between the Leagues and the NGOs, and the constraints they each operate under, as well as opportunities for them to work with each other.

The Sta. Catalina concept was replicated on a smaller scale in 5 provinces - Davao del Sur, Bohol, Eastern and Western Samar and Pangasinan. This has made it possible for local governments, national line agencies and the NGOs to come up with a joint assessment of their provincial concerns and with common action plans.

- 2) Mobilizing Local Resources.** Some NGOs have attempted to assist LGUs in improving their resource generating capacity. Their experiences have provided LGUs with alternative models for local taxation, resource mobilization, investments promotion and local marketing systems. Increasing their capacities will reduce their dependence from the national government.

An example is that of Aginida Foundation, an NGO in Pangasinan. Aginida helped three towns in that province to improve their tax systems, by demonstrating that increasing collection efficiency makes it possible to significantly raise tax collection without imposing new taxes.

- 3) Managing Our Natural Environment.** In Eastern Samar, an NGO called the Eastern Samar Development Foundation (ESADEF) implemented an environmental management project. The objective: protect the coastal waters from pollution.

ESADEF conducted a study on the extent of pollution in the area and came up with recommendations on what to do. Even more important, ESADEF mobilized the people of coastal communities to deal with such pressing problems as dynamite fishing and the resulting destruction of invaluable coral reefs.

Projects where communities are mobilized for environmental protection become critical in areas where past abuse and neglect are already creating crisis situations.

- 4) Building Local Capabilities.** Local government units as well as NGOs need to develop appropriate skill, structures and systems in line with the needs of the Code. We helped create 12 Centers for Local Governance (CLGs) in different parts of the country, showing that it is possible to tap local institutions instead of Manila based schools to help LGUs and NGOs improve their skills in governance. Hopefully the fact that the CLGs are in the areas will help improve these capacities continuously.
- 5) Debureaucratizing Local Governance.** NGOs and People's Organizations have developed basic services and extension programs which have traditionally been done only by National Government or LGUs.

One project like this is in Digos, Davao del Sur. Our partner there is the market vendors association. Together with the municipal government, the vendors have become 'co-managers' of the public market. As a result, the market is cleaner, better run and business is thriving.

In other instances, NGOs have engaged themselves in the public bidding process for infrastructure projects, to build, for instance, school buildings.

The GO-NGO Watch project, implemented by the Institute for Strategic and Development Studies and funded by Ford Foundation has identified other innovations in NGO-LGU partnership such as in public order and safety, economic planning, infrastructure and even in the creation of new structures at the local levels. These experiences prove that there continues to be a tremendous potential for operationalizing more meaningfully the provision of citizen participation laid out in the code.

While not minimizing the problems on both sides, it is also clear that both sides are finding common areas of agreement, issues of concerns, and are gradually recognizing the need to associate and confront the problems and uncertainties in the Code's implementation.

For the immediate future, there are several areas for policy and program that we think needs to be given attention:

### **1) Continuous Review of Central-Local Relations**

Despite the Code's provisions, it is clear that in many areas, the central government continues to have critical power and control over substantial programs (and resources) at the local level (agricultural/natural resources). There is a need to review programs that may eventually be devolved in the local level. Adequate preparations should be in place so as to avoid problems our LGUs are now facing.

### **2) Replicate, Modify or Expand Models on Local Governance**

Most of the models developed by our partners were able to effect certain reforms in policies, structures and systems in their respective localities. Learning from these and similar experiences and contextualizing them in their respective areas can facilitate the absorption of devolved functions and powers by LGUs. The time is too short and resources are scarce to recreate or re-invent approaches to new mandate. We need to creatively maximize and consolidate learning from the past and adopt them to this new situation.

### **3) Clearer Guidelines in the Implementation of the Code**

More specific guidelines should be issued to further provide direction to LGUs and NGOs in the operationalization of the law, particularly in areas such as joint venture mechanism and sector representation. The current Implementing Rules and Regulations (IRR) has been observed to be only a "reformatted" version of the Code. It lacks specificity and clarity. The private sector can take the initiative to develop and advocate "IRRs" for government's approval.

#### **4) Operationalizing Democratization**

The Code is quite clear about the role of citizen's group in local governance. We need to look into this and see how we can further institutionalize peoples participation in the process. Democratization should be pursued as the fourth mode of decentralization to give stronger emphasis on the people's role. NGO/PO and sectoral representation in the policy and planning bodies in the local level should be pursued and potential sectoral leaders be trained to become more effective in the LSBs. Provisions on preferential rights to the poor sectors should be given flesh in our daily operations and the formulation of policies and programs.

#### **5) Support for Multi-Sectoral Bodies.**

Despite their limited capacities to make decisions, such quasi bodies are able to settle issues and conflicts that are not normally resolved in traditional structures and systems. We should be able to develop mechanisms to mainstream and improve this structure into the governance processes.

#### **6) Strengthen Provincial NGO/PO and LGU Networks.**

Support should be given to intra-sectoral networking to further strengthen and consolidate their ranks. A more organized sector facilitates exchange and coordination with other organized sectors. A smoother interface is established with all sectors having equal footing. With this, no sector will be afraid of being manipulated or coopted by another.

#### **7) Develop Stronger Local Learning Institutions in the Provinces.**

Localize training on governance to enable broader and wider participation from both NGOs and LGUs. A strong learning center in the province serves as a resource for locals and NGO/PO representatives for policy studies and program formulation in the conduct of their day-to-day work. Efforts should also be directed to institutionalizing "governance" as a major component of the national educational curriculum.

#### **8) Lastly, we need to continue to forge genuine partnerships.**

The task of decentralization can not be done by just one sector. Neither can development. Partnership mechanisms need to be further developed that are based on the principles of subsidiarity, trust, mutual respect and autonomy.

Hopefully, with this last, we can then prove that "government governs best when it is the people who govern".

Thank you and good afternoon.

**TOWARDS THE NGO PATH TO ENVIRONMENTAL SUSTAINABILITY**  
Ed Queblatin, ONRAD/USAID

**Introduction**

One would ask: Aren't NGO projects supposed to be very sensitive to environmental sustainability?

**Yes**, because we owe most of our present day environmental advocacy to the NGO community.

**But there are problems.** Based on recurrent observations of some NGO project proposals, one could make a raw "hypothesis" that while NGO-driven development paradigms have rapidly evolved to become very "people centered", this has not been matched by a rapid assimilation of more environmentally sustainable technologies in many NGO-driven projects.

Not a few NGOs apply very innovative social mobilization approaches but tend to apply "stereotype" themes when it comes to choosing "livelihood" technologies.

For instance, agri-based projects often promote micro credit for fertilizers and pesticides. In the uplands, plantation type, reforestation with a single, fast growing species is a favorite main technical intervention. On the other hand, some of these working in the coastal sector would also tend to think of upgrading fish capture gears (e.g., motorized bancas) as the main solution to municipal fishermen problems even in areas where the fish stock is already declining.

**Why must NGO projects be more environmentally sound?**

**What are the key constraints and opportunities available to become more environmentally sound?**

**What steps can the COFI IV and ECD community (meaning USAID and grantees) undertake to ensure the environmental soundness of projects?**

**What are examples of technological opportunities available to ensure environmental sustainability?**

Let us answer these questions.

Why must NGO projects be environmentally sound?

Three basic reasons:

**One,** Philippine NGOs now assume a very major role in development.

(a) While the basic planning and implementing unit of most NGO projects remain small (community), the aggregate of these projects now affect major segments of the population, many of them located in what is referred to as environmentally critical areas (ECAs).

(b) NGOs are being looked up to as catalyzers of better ways of solving development problems and in many occasions, their projects even serve as demonstration models for government agencies.

**Two,** general environmental degradation requires bottoms up response especially by de-facto, day-to-day resource managers. These are our kaingeros, small farmers and coastal fishermen whose aggregate private actions affect our environment. Grassroots NGOs have the unique opportunity of influencing responsible stewardship of our resources at the grassroots level.

**Three,** to increase sustainability, NGOs need to be conscious of the limited carrying capacity of a given resource base vis-a-vis high population density that a grassroots project must often address.

What constraints do NGOs face and conversely what opportunities are available that lead to more environmentally sound projects?

Constraints

Existing tools not very effective - The process of Environmental Impact Assessment or EIA for instance is usually applied at the completion of project proposals. Moreover, existing EIA formats are generally designed for large projects, e.g. infra. This has discouraged widescale adoption of EIA procedures in the review of small NGO projects.

Limited access to alternative learnings - Over the past decade, new ways of attacking community socio-economic problems have been developed and new learnings leading to environmental soundness documented. However, access to these learnings have been severely limited. Symptoms: A lot of proposals tending to follow stereo-type themes as described above.

Lack of access to technical information - Some well meaning projects aiming to be environmentally oriented are sometimes not environmentally sound due to lack of access to technical information. Examples: Reforestation projects involving only a single species; inappropriately built on-farm soil conservation structures; artificial reefs placed on healthy corals, water supply systems without watershed protection, etc.

Opportunities

Active models abound that demonstrate new ways of attacking community economic problems. Examples: Community-based resource management projects; communities applying integrated pest management (IPM) and chemical free rice farming.

Policy framework - While it still has many imperfections, many current policies tend to democratize access to natural resources through organized grassroots undertakings for the purpose of achieving both environmental protection and social equity goals. Example: Community based resource management programs. New windows of financial support for projects operationalizing such policies are available, e.g., Debt-for-Nature Swaps; Government NGO contracts and direct grants.

Resource groups, institutions - Sources of learnings and technical information abound, many of them outside government. This include selected peer NGOs and NGO networks which have built technical expertise in selected lines such as agroforestry, ecological agriculture and coastal resources management.

What can the COFI IV/ECD community do to strengthen capacity for environmental soundness?

In order to be more environmentally sound, we can apply a **two pronged approach**. First: proponents will need to be more conscious of learnings of previous and on-going initiatives so that environmental concerns are considered very early in project design process, rather than at the end of a project proposal formulation.

In this connection, USAID will issue **Information bulletins that will provide summaries of proven technologies**, as well as annotated lists of recommended projects to visit, people to interact with and key literature to review in aid of project development. In addition, orientation opportunities will be provided where resources allow.

**Second** : a more formal environmental review will be conducted for selected proposals which, by Philippine experience, may have possible adverse effects. The review method must be simple and adapted to the small scale orientation of NGO projects.

The second approach will be used as a " safety net" or "instrument of last resort" just in case the first approach will fail to influence the project design process.

A set of **guidelines for environmental review** is being circulated for comments and pre-testing.

What are examples of environmentally sound technologies?

For purposes of this discussion, the Philippine landscape may be divided into the uplands; lowland agricultural; urban; and coastal ecosystems (Figure 2). NGOs are generally distributed across these landscape. Some work with marginal forest occupants (such as indigenous cultural communities) and upland farmers in upland ecosystem. Others address the agrarian needs of farmers and landless workers in lowland (rainfed) agricultural ecosystems. While others work with the urban poor in urban ecosystems. Finally, some NGOs work with municipal fishermen who form part of coastal ecosystems.

The following is a brief glimpse of selected environmentally sound technologies already practiced in an increasing number of communities in upland, lowland agricultural and coastal ecosystems (Figure 3).

### Opportunities in Upland Ecosystems (Figure 4)

The resource base inherent in this ecosystem (virgin and residual natural forests, brushlands and grasslands, soils) is continually exposed to degradation due to greed of some or poverty of many. Traditional measures to solve this problem such as government reforestation have not been sustainable.

After 1986, the policy framework has rapidly changed in favor of a community-based approach to forest management. In spite of many imperfections, the present reforms provide ample opportunities for applying environmental'y sound technological innovations.

A good example of an emerging alternative to the traditional, plantation type reforestation is Assisted Natural Regeneration or ANR. The ANR scheme is basically doing reforestation, the way mother nature would do it. But a little help from man.

How is this done? Instead of planting exotic species in a target area, one would look for naturally occurring, broad leaved, plant species. These would then be nurtured by protecting them from fire. Without fire, once barren land would eventually grow into a natural forest. The cost per hectare of ANR is less than 50% of traditional reforestation costs.

Upland farming practices are being improved with the introduction of alley cropping and soil stabilization technologies often loosely labeled as "contouring" or "SALT". But "contouring" and "SALT" can not be a panacea. More recently, soil conservation works are being adapted using the "microwatershed" approach. A microwatershed is the smallest branch of a watershed, usually located in the upstreams portions. Under the microwatershed approach, soil conservation structures are designed to ensure that it recognizes the natural flow of water. A practical implication is to prevent water run-off (deviated from one farm) from harming another farm.

### Lowland Agricultural Ecosystems (Figure 5)

Modern day use of inorganic pesticides and fertilizers is now being vigorously challenged. Not just by a few organic farming activists in an isolated place or two. But by whole communities in several parts of the country. Some peoples' organizations applying ecological agriculture have, in fact, coalesced into networks.

These communities are living models demonstrating that low or no chemical input agriculture pays off, not only environmentally but in real financial terms.

Two pathways are being followed. The first is IPM or Integrated Pest Management. The whole idea behind IPM is to allow nature to heal itself. Less use of pesticides mean that naturally occurring predators are allowed to live and do their job of controlling the pest population.

The bolder ones follow the second pathway which is to be totally chemical pesticide free. "The greater the guts, the greater glory." They are now reaping the good harvests.

Another promising set of technological innovations are biofertilizers. These involve the use of different kinds of beneficial micro-organisms. One kind of micro-organism cuts down the usual composting period from 3 months to 1 month. Other kinds "fix nitrogen" from the air in association with leguminous plants. Others provide nitrogen for non legumes such as rice. Some of these micro-organism preparations are now commercially available and several farmers and private enterprises are benefitting from their use.

#### Coastal Ecosystems ( Figure 6)

In the coastal areas, the community-based management framework is catching fire. The technologies associated with this framework include the management and protection of mangroves instead of converting them to fishponds. Economic analysis have documented their superior value as direct sources of food and income and as important nearshore fish habitat.

The days are numbered for well intentioned programs to upgrade fishery gear for better fish capture. In many coastal communities, fishing families are benefitting from artificial reefs installed in degraded coral areas to enhance conditions for fish stock growth. Some communities have also agreed to give overfished areas a breathing spell and they are beginning to actually see rapid replenishment of fish stock.

#### Recurrent Themes

The above technological advances share some common themes.

**First, they are based on enduring, natural laws.** ANR for instance is based on natural law of plant succession which, in practical terms, imply that a deforested area, if simply protected from fire, would eventually regenerate back into a forest. Man's role is to "assist" and not replace nature do its job. IPM, on the other hand, is based on nature's way of maintaining ecosystem balance (harmful insects must be balanced by existence of beneficial insects). Mangroves, on the other hand, form part of the life cycle of many fish species.

Second, many of these environmentally sound technologies have indigenous origins and are not entirely new. The protection of mangroves for livelihood have been practiced for a long time by several communities. Some indigenous tribes, on the other hand, maintain natural woodlots as sanctuaries for beneficial predators of insect pests.

Third, they are financially viable; some, even on the short term. This is contrary to popular belief that they are "too labor intensive" and "long gestating." The key immediate reason is reduced costs (e.g. cost of pesticides). On the long term, the cost of wastage and environmental degradation (e.g. erosion due to poor reforestation; impoverished soils due to chemical pollution) is avoided.

Fourth, they are generally compatible with the means and ends of people empowerment. These technologies are generally designed to be less dependent on purchased capital inputs. Application of these technologies succeed best under a community-based framework (e.g. agree to maintain a fish sanctuary or a woodlot). Thus, they represent concrete opportunities for community, problem solving, decision making and consolidation.

Endnotes

USAID will soon issue Information bulletins that will provide summaries of proven technologies as well as annotated lists of recommended projects to visit, people to interact with and key literature to review in aid of project development. In the meantime, proponents are encouraged to be very sensitive to relevant information on these topics that is being made available by NGO networks, government and private R&D institutions.

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APPROACH TO PROBLEM

TRADITIONAL

EMERGING

PARADIGM  
ELEMENTS

DELIVERY SYSTEM

"TECHNOLOGY TRANSFER"

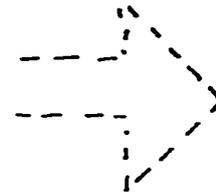
"EMPOWERMENT"



TECHNOLOGY

"PRODUCTION"

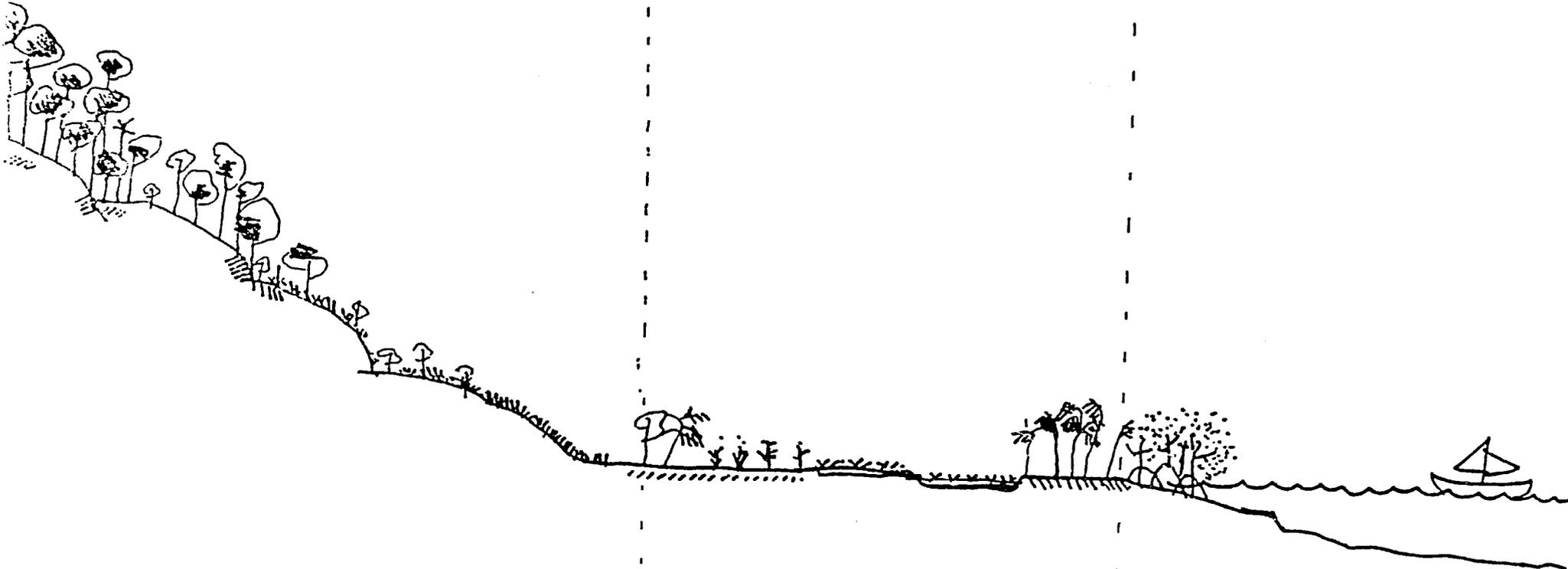
"RESOURCE  
MANAGEMENT"



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FIG. 1 RAPID "EVOLUTION" OF DEVELOPMENT PARADIGMS.  
VS. SLOWER ASSIMILATION OF ENVIRONMENTALLY  
SOUND TECHNOLOGIES.

FIG. 2 THE PHILIPPINE "LANDSCAPE"



" UPLANDS "

" LOWLANDS "

COASTAL

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" REFORESTATION, SALT "



C.B.F.M.

(COMMUNITY BASED  
FOREST MANAGEMENT)

" PRODUCTION "



FARMING SYSTEMS

L.E.I.S.A.

(LOW EXTERNAL INPUT SUSTAINABLE  
AGRICULTURE)

" FISH CAPTURE "



COASTAL RESOURCES

MANAGEMENT

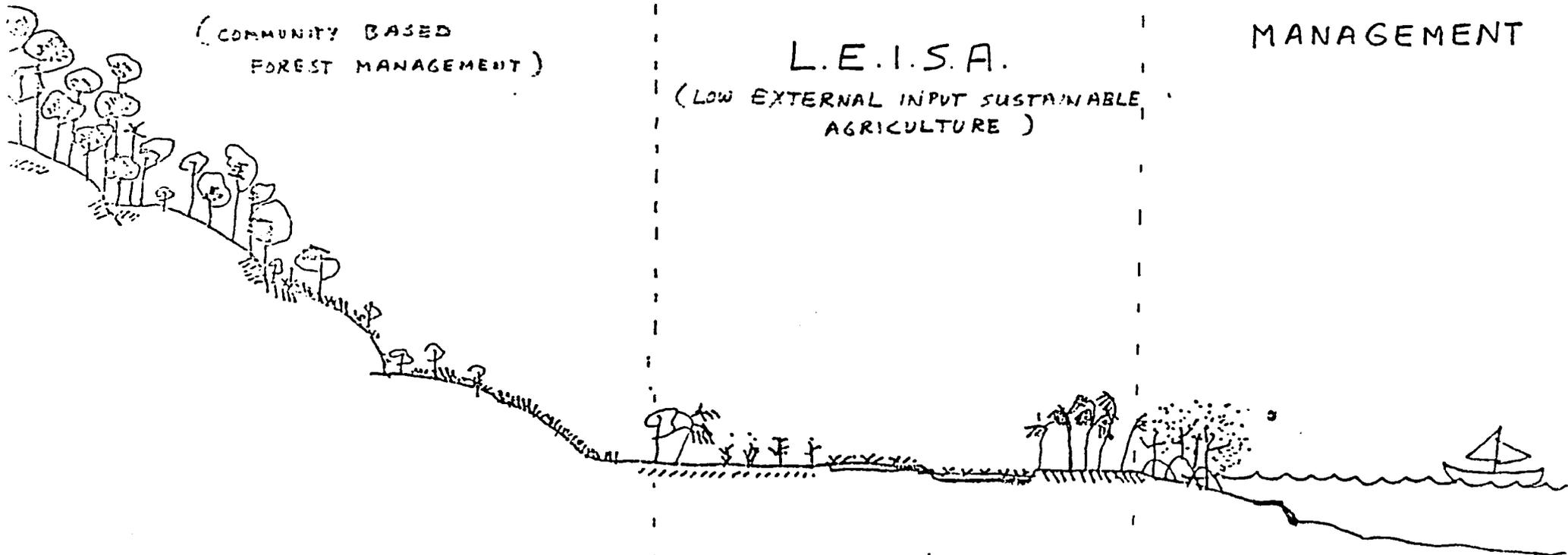


FIG. 3 EMERGING ALTERNATIVES TO TRADITIONAL  
TECHNICAL INTERVENTIONS.

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FIG. 4 EMERGING ALTERNATIVES FOR UPLAND ECOSYSTEMS.

★ SUSTAINABLE FOREST  
PRODUCTS UTILIZATION

★ ASSISTED NATURAL REGENERATION

★ MICROWATERSHED P.

★ IMPROVED FALLOWS

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FIG. 5 EMERGING ALTERNATIVES FOR LOWLAND AGRI SYSTEMS.

★ MULTISTORY CROPPING

★ BIOFERTILIZERS

★ IMPROVED FALLOWS

★ INTEGRATED PEST MGT.

★ CHEMICAL FREE FARMING

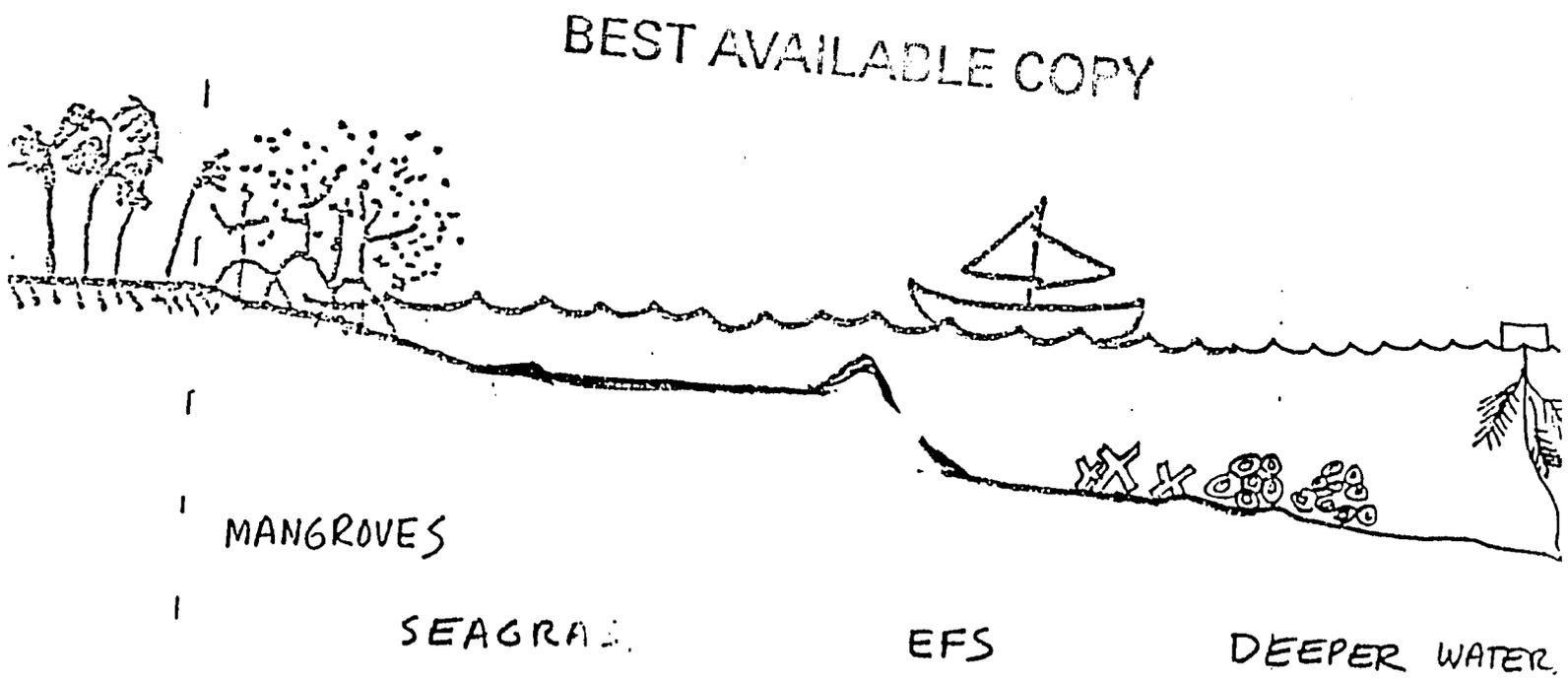


RAINFED

IRRIGATED

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FIG. 6 EMERGING ALTERNATIVES IN  
COASTAL RESOURCES MANAGEMENT.



SPEECH OF : SEC. GARILAO  
TOPIC : "HOW THE NGO/PVO MOVEMENT CAN  
SUPPORT DEMOCRATIC PROCESSES"  
FOR : 17 SEPT 1993/USAID/CEBU

Maayong gabi sa inyong tanan. Magandang gabi po sa inyong lahat.  
Good evening, ladies and gentlemen. I'm pleased and honored to be with you  
this evening.

Tonight I'm conscious of wearing two hats. The first hat is the one  
I'm wearing right now -- and this is my hat as a member of the Cabinet. The  
second hat is the one I wore for nearly 14 years, as executive director of a  
nongovernmental organization, the Philippine Business for Social Progress.  
You might say, therefore, that I occupy a unique vantage point.

As a government executive charged with overseeing agrarian reform --  
one of the most critical and fundamental development programs in our country  
-- I am able to infuse into my work the richness, depth and innovation of my  
years of experience as an NGO worker.

Being on both sides of the fence, I am able to ask the question: What  
role do NGOs and PVOs play in supporting democratic processes?

This question raises some fundamental points about the impact of the  
NGO/PVO community in our country. Perhaps the most important point is  
that NGOs and PVOs, today, are emerging as a potent, independent and

constructive partner of government in empowering our people on many levels. I am convinced that it is this process of empowerment which is one of the key steps toward attacking the problem of widespread inequality and consequently, of poverty, in our society.

The legitimate NGO/PVO community today -- while admitting some basic differences with the government -- has achieved a level of strength where it no longer sees government as a monolith to be ignored or rejected. After all, this is an NGO/PVO-friendly administration. The existing socio-political environment, for all its shortcomings, allows NGOs and PVOs many opportunities to work for the empowerment of the people, as well as obtain immediate, direct and concrete gains for them.

In other words, what we have today is a liberal democratic environment that must be nurtured and made full use of. Let me outline the general framework of this environment.

Constitutional guarantee. One of the most significant gains of NGOs, PVOs and POs is their constitutional right to effective and reasonable participation at all levels of social, political and economic decision-making (Art. 13). The 1987 Constitution likewise mandates the establishment of adequate consultation mechanisms. This constitutional right was recently invoked during the recently concluded Economic Summit in Manila.

It can also be inferred from the Constitution that NGOs, PVOs and POs are identified as vehicles for promoting social justice through such programs as

Industrial democracy, agrarian and natural resource reform, urban land reform and housing, health and other concerns. These are the substantive reforms that have to be pursued if the democracy reborn during EDSA is to achieve fullness. Furthermore, there are other innovative provisions in the Constitution that recognize and guarantee the people's participation in governance and legislation.

On the part of the national and local leadership structure, what needs to be overcome is the narrow-minded view of people's organizations as tools of social destabilization. Nothing of course can be farther from the truth. It is an attitude that is a vestige of the Cold War mentality which unfortunately continues to influence old-school politicians and bureaucrats.

Growth of NGO/PVO community. Philippine NGOs and PVOs have grown in size, expertise and political wisdom. Point to any of our 73 provinces -- from Batanes to Tawi-Tawi -- and you will find an NGO, PVO or a coalition of NGOs/PVOs providing alternative service to their constituencies. Or name an issue or a cause -- such as gender equality, environmental preservation, human rights, electoral reform, resource mobilization, agrarian reform -- and you will find a coalition of NGOs/PVOs and movements actually leading the advocacy. It's been said that we probably have one of the most dynamic NGO/PVO communities in Asia, if not in the whole world.

Significant resources have been coursed by both government and multilateral funding agencies through NGOs. This is a testament to their

creativity and effectiveness. There is a growing list of widely-implemented government programs that began as NGO innovations: community-based health, community mortgage (housing), social credit, family planning, environmental protection, and many others.

These are positive developments but they also have given rise to certain

a) Because of small size and relatively low level of operations, NGOs and PVOs tend to have a weak capacity to absorb bigger undertakings.

This necessarily limits their impact. At the same time, NGOs/PVOs are hesitant to increase their size, fearing that their flexibility and dynamism might be sacrificed in the process.

b) There is also the problem of fear of cooptation by government and the transformation of NGOs/PVOs into appendages or implementing arms of certain agencies. This, to NGOs and PVOs, represents a direct threat to their cherished autonomy.

c) A final issue is the proliferation and wide variety of NGOs in the country today. Quite a number of NGOs have been set up for no other purposes than to take advantage of funding sources. Sadly, many politicians both national and local have done this.

Working relationships. Such issues notwithstanding, today, we see viable working relationships being formed between government and NGOs/PVOs. Mutually-held suspicions are gradually lessening in severity.

Incipient models of partnership and collaboration exist today. In particular, these are forming in the fields of agrarian reform, social housing, health care, environmental protection, livelihood promotion, and others.

What is being established by these partnerships is an emerging definition of roles. There is a recognition of the people, through their organizations, as principal actors in their own development. NGOs and PVOs are there to help them enrich that role by providing institution-building, education and technical support. For its part, government is asked to provide the positive environment that is conducive to the process. Government is also asked to provide the needed logistical and technical assistance to NGOs and PVOs.

To make a substantial impact on the development landscape, it is imperative today that NGOs and PVOs, as well as peoples organizations, become not simply the igniters of change but the managers of change.

The persistence of widespread poverty in the Philippines is clear-cut proof that development can and should never be a government monopoly. The quest for national prosperity makes little sense if it is not, at the same time, a quest for the welfare of the least member of the tiniest community. Development is about people. The people and their grassroots organizations are the principal moving force in social transformation -- a fact acknowledged by the recently published Human Development Report 1993 of the United Nations Development Programme.

The report identifies the areas where NGOs are particularly strong in: Democratization, reaching the poorest of the poor, emergency assistance, empowerment of marginalized groups and advocacy.

Governments need NGOs, says the Human Development Report 1993, because "if states are to survive, they will have to establish new relations with their people." The report continues by saying that, "Governments that have been able to respond sensitively and flexibly have so far been able to keep their countries intact." NGOs are among the most promising intermediaries between governments and the governed. The report urges bilateral and multilateral donors as well as Northern NGOs to forge more meaningful partnerships with developing country NGOs and to channel more resources through them. These steps, along with improved coordination and evaluation, will enable NGOs to expand the scope of their outreach and to improve the quality of their assistance.

The bottom-line expertise of NGOs is helping community people to become active agents of their own development -- or as the Philippine Business for Social Progress puts it, "helping people to help themselves." This does not mean that NGOs take over development. Rather, they help train and organize community people to take on developmental tasks. It is a transitional task. It does not seek to compete with government, largely because there is enough room in the developmental arena for more than one player.

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NGOs and PVOs measure their achievements not simply in terms of the economic impact they have on the lives of their beneficiaries. Our NGOs and PVOs measure it too on the degree of social investments they have been able to install in the hundreds of communities they work in.

There is truly much to be proud of. But -- and this is important -- the NGO and PVO agenda for socioeconomic change has not yet fully entered the mainstream development process. With the exception of a few national line agencies, such as the Department of Agrarian Reform, which has a proactive policy of involving NGOs and PVOs in the job of agrarian reform, still far too many policy-making and decision-making doors are only partially open or remain shut.

The approach of NGOs to their task also needs to be enlarged. Many NGOs seem to have concentrated too much on community-level development action. Few are involved at policy levels where national development strategies are defined. The danger with this -- which we can call a self-imposed parochialism or even piecemeal-ism -- is that NGO work might lag behind changes in the nature of the development problem.

NGO and PVO activities often distinguish themselves by being pioneering prototypes. In short, they are individual showcases whose effectiveness are sometimes lessened by being essentially isolated cases. The challenge today, and perhaps for the year 2000 and beyond, is to mainstream

the NGO/PVO development agenda and methods of active empowerment and people participation.

Let me end by saying that in speaking of a common development agenda that will guide Philippine NGOs/PVOs working in partnership with government, we must draw from each other's strengths and must continue to be guided by the tasks that are crucial today in our country -- the tasks of environmental preservation, poverty alleviation, of people empowerment, or peace, and of defense of democratic institutions and human rights.

These are our common causes. These embody that abstract concept which we call "quality of life." It is an abstract concept because it cannot, ultimately, be measured in terms of numbers and statistics. It is a little bit more than that. It is that which the majority of our people aspire for, a standard of living marked by decency, comfort, ecological integrity, security, ~~justice and peace.~~ In other words, it is a life that is humane. It is development, certainly, but development always with a human face.

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Introduction to Session on  
**Disasters & Development**  
Jose Garzon

Generally discussion about disasters in the Philippines start off by saying how disaster prone the Philippines? What they don't say, or say incorrectly, is why Philippines is disaster prone.

I'm going to say something I hope will be controversial. I'm going to quote my colleague Peter Woodrow - there is no such thing as a natural disaster. All disasters are man made and are preventable.

Earthquakes, typhoons, and lahars are not disasters. They are geophysical phenomena. What turns these phenomena into disasters is vulnerability.

Vulnerability is a function of poverty, environmental degradation, and inadequate preparation (example: Guam and Tientsin earthquakes; hurricane Andrew and Bangladesh cyclone 1991). What makes the Philippines vulnerable are not typhoon and lahar but poverty, environmental degradation and inadequate preparation.

Disaster prevention, mitigation, and preparation relief and rehab are extensions of development - they are integral to the work of development. Sustainable development reduces vulnerability. Successful disaster work also reduces vulnerability. Poorly executed projects increase vulnerability. And with vulnerability covers powerlessness and dependence. Much of our work in disasters, although well intentioned, actually makes people more dependent, and hence more vulnerable. In effect, we have a vicious circle of vulnerability - disaster more vulnerability.

With that thought, I'd like to turn it over to Chuki Miranda, formerly of PBSP and now an independent international development consultant. The theme of Chuki's paper is "Local Communities Taking Hold of Their Destinies."

## COMMUNITIES TAKING HOLD OF THEIR DESTINIES

Chuki Miranda

Good morning my friends. I have been asked to lead a comment on disasters and communities and vice versa. My commentary thus begins with the community and not the service institution.

For many communities affected by disasters, what little they expect their destinies to offer is probably already with them. They earn a living, have some shelter, send their children to school and probably make sabong and drink lambanog. Simple destinies. Because disasters do choose their victims. The sector worst hit by any disaster are the poor.

Like a great surgeon, a disaster takes a scapel and exposes weaknesses in a societal system:

- homes built of flency materials not using proper engineering designs.
- homes built in high-risk zones
- lack of safety facilities on a fire engine without gas that the characteristics of can't start.
- ignorance of a natural event
- government agencies who don't coordinate
- politicians campaigning early for elections
- donors who prescribe
- NGOs who just react and
- communities who allow fate to play with their destinies.

Overnight destinies can be wiped out. For those of us who have been involved in disaster work - the shock and seemingly helplessness of the people is vividly remembered. The regret and remorse lasts a day or so. Or a little longer and then the clean up happens.

Life goes on. Communities, for the most part, do rebuild their destinies but there is a new element in the formula - and this is the PVO or donor Agency or well-meaning volunteer. They bring help in packages, literally and figmatively. The communities may not need the help the packages bring but nerver mind - its free. Hindi tayo tatanggi sa gracia ng Diyos.

And this is when the double disaster occurs. The very aid

that is intended to help them recover may be provided in such a way that it actually impedes recovery, causes further economic hardship and renders the society less able to cope with the next disaster.

AID that is not needed can usually be traced back to donors who are uninformed, have made critical decisions on fragmentary and inaccurate information and have a rather primitive view of their role in helping communities. There is an over reliance on pre-packaged aid. This is because of the bureaucracy from which most disaster aid is squeezed out of. There probably is a close ratio between the tonnage of relief goods and the tonnage of receipts and forms that have to be filled up.

Pre-packaged aid goes hand in hand with parachute development approaches. Disaster are "come and go" operations. For us workers. But not for the communities whose lines can not go back to normal at least not for a cropping season or an entire decade as in the Pinatubo affected provinces.

Many of us have realized that relief work cannot end after 6 days or 2 months or 6 months which are the prescribed time frames for relief work. Mandates are being reassessed and the whole issue of the so called "disaster continuum" is being considered.

preparedness - relief-rehabilitation or PMP  
prevention, mitigation and preparedness

Especially in the Philippines, many of us have stopped pretending that this year disasters will not happen. Some of us are finally realizing that we need to stop treating disasters as separate events. There has to be a part in our planning process that prepares communities so when natural hazards came - property is minimally damaged, lives are saved and productive futures are secured.

We have to stop using disasters as an opportunity to be heroes, fix gaps in our PVO cash flow, satisfy foreign relations requirements, secure votes for the next election or get photographed for the evening news.

There is too much consideration given to what works for the service agencies and not enough to the people affected.

Before Disaster AID was invented (near about WWII) communities

managed. They devised ways to live with their god's fury. Look at Batanes, who gets hit by typhoons regularly. No development agency rushes out. And the people have managed. Their homes have walls 1 meter thick, the thatched roofing allows water to slide down and they are built of bricks.

Communities will take hold of their destinies. As service agencies we need to constantly question if our help clears the path or creates an unnecessary detour. How can communities arm themselves so disaster aid isn't a disaster itself?

Is parachute disaster aid the correct approach? Is disaster relief in fact a major dimension of any development program in our country? How do we weave it into our planning processes?

These are questions you yourself have asked. I suggest we stop avoiding the answers.

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SPEECH OF MR. ALBERTO A. LIM  
USAID ANNUAL MEETING  
CEBU MIDTOWN HOTEL, CEBU CITY  
SEPTEMBER 16-19, 1993

DISASTER MITIGATION: OUR NEW CHALLENGE

Why should we explore a different approach to Disaster Mitigation at this time? Because, in the words of Vice President Erap Estrada, "we are FATIG-ued." And nobody can ARG with him because he is the PACC Chairman. Nor can anyone who has been involved in a variety of world class disasters, starting with the 1990 earthquake, the killer typhoon Ruping, the Ormoc, Leyte flood, to the Pinatubo volcanic eruption and continuing lahar seasons. We are all looking for a better way.

With demand for appropriate response far outstripping supply, we need to maximize our combined strengths and resources. We realize the need for more effective coordination among all sectors involved: public-private, national-local, corporate-NGO.

Let me start by quickly surveying the institutional framework for disaster management in this country.

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I would be on safe ground when I say that disaster management in this country has been for the most part reactive. Our collective efforts and almost all of our resources have been concentrated on emergency relief and rehabilitation. But there has been legislative policy since 1978 that has mandated a community based national preparedness program. Legislation created the National Disaster Coordinating Council. The NDCC however has only an advisory function. It is the different national government agencies tasked to execute the policies set forth by the NDCC. Given the mixed performance of the public sector where lies the problems? I would be on unsafe ground if I were to suggest that the problem is the policy, Leadership strategic choices, resource allocation and the usual magnitude of the calamities are all factors in the equation.

More recent legislation has contributed to further difficulties in disaster response. The new local government code has resulted in the devolution of disaster management to the local government units. Functions performed by national line agencies with better access to resources, are now the responsibilities of LGU's. It is no wonder that many towns and cities are beginning to flex their tax muscles. Even the better managed LGU's do not have the management skills as far as disasters are concerned. How could they when they were not accountable for this function before?

Now, what about the private sector? How well have they responded? In the first place, disaster management has traditionally been considered a public good. So private sector participation has been marginal, judging from government statistics. And like government, the private sector has been basically reactive.

NGO's and PO's have been forced to respond because they have seen their hard-earned development gains wiped out after a disaster. But their success has been a function of their ability to access funds.

The corporate sector's response has always been held suspect due to society's perception of its narrow self-interest. Its weakness has been linking its resources with the communities in need, in an efficient manner.

So within the private sector is a congruence of strength and resources. If only each side had more confidence in the other, this symbiosis could be more beneficial.

To summarize our current institutional framework:

1. In this country, DM is reactive, in general.
2. Leadership is not felt at national level.

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3. At the local level where disasters happen, there is a need to learn new DM skills.
4. NGO's/PO's need to gain access to resources while the Corporate sector needs better linkage to community. Even with such a nice fit, there is still a gap.

- o -

How do we propose to address the problem?

First, we have to be proactive. In the lingo of disaster management, we need to invest in PMP - prevention, mitigation and preparedness. There is already proof positive that a peso worth of prevention is worth 20 in relief and rehabilitation.

Well-run corporations know and practice this: preventive maintenance, safety programs and even product design to mitigate harmful effects on the environment.

The tragedy of Union Carbide at Bhopal taught many lessons. The company's safety program saved the lives of its own employees. Not one Carbide employee died from the incident. By contrast, over 2,000 from the surrounding Bhopal community perished.

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We would like to propose a pilot project to strengthen planning and coordination in a carefully selected community that is vulnerable to natural disaster. Some program components would be:

- a. Developing pre-disaster planning systems (like vulnerability assessment, hazard mapping, resource inventories, etc.).
- b. Organization of various sectors. (IB, establish response protocols, comm'n., links, etc.)

The key players would be the LGU, the community and the corporation, a tri-sector combination that can be a potent force.

How would this pilot project improve on the present situation? I. E. what added value is introduced.

First, working in an area like Pampanga or Albay is not a theoretical exercise. The people have experienced or are experiencing a disaster, so all the learnings are real.

Second, the chances for success on a small scale are better than on a national scale. It is a truism in DM, that disasters happen at the local level, so responses have to be appropriate to the local needs. (Analogy to central-planning and outlet-economy).

Third, on a small scale, confidence can be built among sectors. The local plant manager is a neighbor of the community worker who could be related to the Mayor's wife. Ideological lines tend to blur at the local level.

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Confidence-building based on success at the local level, can have a ripple effect across the country.

The English social critic, E.M. Foster proposed two cheers for democracy..."one because it admits variety and two because it permits criticism...." We have proposed a variant to existing DM practice. If we were critical of any sector in my talk we were merely keeping in line with the conference theme "NGO's in the Path to Responsive Democracy."

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# EFFECTIVE MARKETING: BRIDGE TO LIVELIHOOD<sup>1</sup>

## Agricultural Produce

Since the advent of the NGO movement in the 1980s to the present, the NGO agenda has been filled with current and emerging socio-economic concerns with the ultimate goal of development for the impoverished sectors, the most critical indicator of which is an increase in income. The role of enterprise development in this ultimate goal therefore cannot be overemphasized. Enterprise development or I prefer to call it social entrepreneurship, derives its strength from the idea that a sound business practice is utilized wherein the development or upgrading of products is actively pursued to meet the quality and service needs of customers. But at the same time, social entrepreneurship meets the social objective of equitable distribution of wealth among a larger community; as a matter of fact, it is geared towards creating wealth for the underprivileged among our fellow brethren. It is here where this concept distinguishes itself from a pure business venture. While a pure business merely looks inward where profit is at the bottom and surrounded by a few takers, social entrepreneurship takes on an outward look where its primordial interest lies on providing economic benefits to a larger community.

It is unfortunate, however, that while this is recognized, livelihood or income-generating activities undertaken by our clientele do not significantly prove to be profitable. It is noteworthy that in promoting social entrepreneurship, the implementor is confronted with four critical issues. These are: 1. What needs will be filled up; 2. Choice of traditional products or services; 3. Source of technology and timing; 4. How to capacitate target groups to do what they do best; and 5. How to structure the marketing efforts. The 5th issue apparently gives us a good picture of what is really behind the failed attempt towards profitability. It can be said that these livelihood or income-generating projects undertaken by our clientele are production-oriented and do not include a marketing component.

This suggests that enterprise development as is wont to be practiced, does not take a more critical look at marketing as an integral aspect. The "market" or "marketing" is usually given no more than a cursory look as where and how products are to be sold. The result is that NGOs and POs fall into the trap of focusing their assistance on projects that encourage increased productivity, or are production-oriented, rather than market-driven.

The difference between the two lies in that a "production-driven" enterprise is concentrated on producing a product that the producer can sell; while a "market-driven" enterprise is preoccupied with producing a product that the market wants to buy.

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<sup>1</sup> Paper presented by Mr. Roberto R. Calingo, PBSP Director for Operations, during the Annual USAID Meeting held on 16-19 September 1993 at the Cebu Midtown Hotel, Cebu City with the assistance of Ms. Julie Herras.

Being a basically agricultural economy, the trend towards implementing production-oriented projects, such as rice and corn production, is largely due to the fact that most, if not all, of the clients of the NGO community belong to the agricultural sector. In the Philippine setting, rice and corn farmers constitute the greater portion of the groups falling below the poverty threshold. This is ironic if we look at this in terms of the statistical data on land use. We can see that traditional crops use up more than 50% or 6 million 938 thousand hectares of the country's total agricultural land area of 12 million hectares, but their value is the least among the other crops. Measured up at only 5,579 pesos per hectare productivity on which the lives of about 15 million Filipinos are at stake, its total value is actually only worth 13 units of fighter aircrafts.

### **WHAT NEEDS TO BE DONE?**

It is imperative that a shift of orientation must be carried out to address significantly the pitfalls of a production-driven enterprise activity. For traditional crops such as rice and corn, the most credible means to generate bigger income is through integration or grouping and working together in going through all the stages of production. Bonding makes a formidable force out of small farmers to enable them to overcome the dictates of the so-called "cartels." Another is to create a niche in the market wherein a certain unique quality of your product is developed and established in order to cater to a select but nevertheless stable market. Still, another means would be to lower down your production cost by adopting innovations or technologies which would, however, require expertise.

On the other hand, our experience has taught us that the only best way to earn more, under current circumstances, is to diversify. This means that there is a need to venture into high value crops production. And to ensure its viability, the marketing aspect must be clearly defined and formulated. The following are what makes an effective marketing: market information; production capability; set-up for delivery; and reliability where the product's quality, timing and volume are considered.

### **TOWARDS MORE EFFECTIVE MARKETING**

Effective marketing in the agricultural sector entails at least two considerations: (1) studying the economics of, and choosing a certain crop or product, which will maximize benefits to farmers; and (2) choosing a more profitable distribution channel for the products.

## The Product

Type. Rice and corn are staple crops which have the distinct advantage of having a steady demand structure, and give the farmers security in the form of a sure market. This is why farmers continue to produce and sell these crops. The problem with rice, however, is that market prices are normally regulated, thus the farmer-producers cannot command a price higher than the standard set by the National Grains Authority. No matter how much the farmer produces, he can only ask so much insofar as pricing is concerned. Optimum benefits for rice and corn farmers' can be realized if: (1) more land is utilized to produce a volume significant enough to increase sales and income; or (2) the farmer acquires ownership of all the necessary postharvest facilities (thresher, dryer, rice mill) and market linkages which would otherwise incur additional costs. These two alternatives, however, are possible only with the influx of a considerable amount of capital and technology, and possibly advocacy for agrarian reform issues --- alternatives which are not readily accessible and affordable to small farmer-producers.

In contrast, there are non-traditional crops like certain vegetables of which there is a high demand in the market, by virtue of the fact that they are not as popularly grown by farmers and are less in supply locally compared to food grains. Such crops as broccoli, lettuce, cabbage, and carrots command a high price in the market. In 1987, Bureau of Agriculture Statistics suggest that given a one-hectare area, planting vegetables can give the farmer six times (6x) more volume and about ten times (10x) more of the value of the produce than planting rice or corn (See Tables 1 and 2).

The PBSP experience in the Cebu Hillyland Development Program seem to support this data. At the start of the Program, former slash-and-burn farmers in the hillylands earned P 850 a month planting rice and corn. Three years after, they earn from P 1,664 to P 6,000 a month, harvesting celery, broccoli, lettuce and other experimental crops in terraces contoured along the hillsides. An established marketing network supplies the vegetables produced by the beneficiaries to several hotels, restaurants, and a market stall in Cebu City.

NGOs can and should exert adequate influence on its clients to undertake livelihood projects which veer away from the production of traditional products and venture into new, high value products which are in demand in the market.

Volumes. One of the marketing problems encountered in the course of our work is having small quantities of supply per producer. Without the benefit of collective marketing arrangements, the farmer holds a weak bargaining position for his products. The challenge for the NGO then is in developing a marketing organization which can give the farmers a competitive edge in the market.

The production of market-oriented products necessitates consideration of other things, which when overlooked could price farm produce out of the market.

**Quality control.** With the specific demands of the market, producers have to come up with products which meet the quality standard dictated by the market. For traditional crops like rice and corn, quality control is not as large an issue because the products can be bought even if they are not of the best quality. But with market-oriented products, farmers are compelled to not just "produce" , but "produce the best."

**Technology training.** Often, production of non-traditional crops requires new methods and new technology which makes the need for training of new skills inevitable.

**Market info/research.** This entails regular reporting and projection of prices, volume and market behavior; demand and supply analysis; and market systems analysis.

### **The Distribution Channel**

Yet, it is not enough that a large quantity of market-oriented agricultural products or by-products be produced. There is a consequent need for a good marketing scheme to dispose of the agricultural production.

At present, there are at least six (6) marketing channels utilized for most farm products:

**Wholesalers** - These are middlemen who sell the products to retailers and other merchants in significant amounts but not to the ultimate consumers.

**Commission agents** - These are middlemen who buy produce for other middlemen (such as "viajeros") and are given commission as payment for their services. Products are usually bought directly from the producers and other middlemen in the area, and are then sold to "viajeros".

**Wholesaler-retailers** - These are business operators who buy the produce in large amounts from either wholesale or contract buyers. The products are sold mainly to retailers on wholesale basis. These operators usually maintain a stall in the market where they dispose of the products which have not been sold to retailers.

**Assembler-wholesalers** - Locally known as "viajeros", assembler-wholesalers buy directly from the producers or contract buyers. The products are "assembled" in large volumes and are transported to market centers where they are sold on a wholesale basis.

**Retailers** - The products are bought from wholesalers or direct from producers & are resold to ultimate buyers/consumers. Retailers usually have permanent stalls in the market.

**Contract buyers** - This type is more prevalent among fruit and vegetable growers. Contracts are made between the buyer and the producer before harvest. When the contract is made and an agreed price is met, all further expenses incurred during pre-harvest and postharvest as well as the risks, are borne by the buyers. Contracts are usually awarded to the highest bidder.

There is a problem in the choice of a marketing channel to be employed because no single choice can assure farmers of optimum profit. Normally, the choice should be influenced by: (1) the nature of the market; and (2) the nature of the product.

How do we now set-up our marketing program? First, the NGO's should analyze its Primary Target Market (PTM) to determine what the market needs and at what price and quality the market is willing to buy. Second, a review of the product which we are to offer the market needs to be done. In this, the NGO should look at the strengths and weaknesses of the products and relate it to the needs of the market. Thirdly, is to set up the marketing objectives for the business (i.e., what market to penetrate, quality standards, volume, delivery schedules and market share).

### **SOME THOUGHTS FOR NGOs**

An attempt to shift the orientation from production-to-market-driven livelihood projects opens up opportunities, but is by no means without certain risks or issues. On the part of farmers who have traditionally been producing rice, corn or coconut, there is the "fear of the unknown and untried" since the new products usually require new and unfamiliar methods and technology. A typical farmer would think, "I've been planting rice and corn all my life. I know how to grow these crops. Why will I plant broccoli?"

On the part of the NGOs, there are pressure points which hinder the enthusiastic support for market-oriented enterprises. Often, the bias is strong against profit-driven/business-oriented projects because of the sentiment that introducing a market-cash-oriented venture will "distort" the values of the community.

But as an economist once said that:

"... Production may be the door to economic growth but marketing is the key that turns the lock."

After all is said and done, it is marketing that determines the sustainability of any enterprise in the long run and it is imperative that market development be treated as an integral part of the enterprise. Doing so will enable producers/farmers to produce and expand only to the extent that the marketing organization will allow them to sell at profitable terms. Thus, optimum utilization of resources and benefits is realized.

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## EFFECTIVE MARKETING: BRIDGE TO LIVELIHOOD

By: REP. ANGELITO M. SARMIENTO

Any business enterprise always starts and ends with marketing. To borrow a statement from Antonio de Joya, Chairman of the AMA Consolidated group, "Marketing is the frontline as far as business is concerned; it is also the bottomline." Having spent most of my entire life in business, I have witnessed how a lot of our entrepreneurs prospered through a thorough knowledge of their markets. As a matter of fact, I would like to refute the popular belief that financing is the main stumbling block for starting a business. I have witnessed small farmers start from scratch. No financing to speak of, yet with the knowledge of where and how to market their intended produce, they were able to borrow in banks with the purchase orders acting as collateral for their enterprise. Gaining knowledge about effective marketing is the start towards an efficient, productive and competitive business. It is the the main crux towards entrepreneurial viability.

Marketing encompasses a dynamic system. It is an interplay of different variables <sup>needing competitiveness to provide cheap quality products</sup> starting with production, packaging, distribution and the actual act of selling. But that isn't the whole picture yet. As a system, it is still made up of different sub-sectors, each one contributing significantly to the whole. Of course, the main objective is to earn reasonable profit with honor.

The author is the Congressman of the 4th District of Bulacan. He is also the President of the Foundation for Resource Linkage and Development, Inc., an NGO committed to countryside development through the development of markets in agribusiness. Prior to this, he was the former President of Vitarch Corporation and the Vice President of the Philippine Chamber of Commerce and Industry.

A quick look at some of our Asian neighbors depicts the crucial role that marketing plays in agricultural productivity and enhancement of livelihood.

The economy of Taiwan, for example has been characterized by rapid growth, export expansion, stable prices, full employment and equitable distribution in the last four decades. Rural industrialization was one of the cornerstones upon which the agri and non-agri sectors were developed. In a recent visit to the Philippines by Dr. Yu Kang Mao, Taiwan's Councilor for Agriculture, he noted that as of today, 70 percent of Taiwan's economy is purely agricultural in nature. The farming sector in this country is very organized and marketing is undertaken in a cooperative effort. Dr. Mao also said that in Taiwan, it has become an important strategy to direct their efforts towards contract growing/marketing agreements with processors. Synchronized crop production done through farmer associations are very critical factors to effectively coordinate production and marketing.

The same can be said with Thailand, which is now the world's leading exporter of rice, tapioca, canned tuna, canned pineapple and orchids. It is also the third largest exporter of natural rubber. In a recent report by the ASEAN Chambers of Commerce and Industry, it was stated that Thailand's success for industrialization has been primarily due to the importance given to import substitution and export-oriented industries. Small-scale industries, which are agribusiness in nature were encouraged to participate in the growth sector through marketing tie-ups and contract arrangements. Today, despite worldwide recession and economic slowdown, Thailand's total trade rose to US\$68,000

million in 1991, ranking it among the world's 20 largest importers and 30 largest exporters. Although there is a large shift towards manufactured products, Thailand remains to be the only net exporter of food in Asia.

According to experts, Thailand's dramatic growth can be attributed to its strategic location in Southeast Asia, a well-developed, strong, service sector, its richness in natural resources, controlled inflation brought about by conservative monetary and fiscal policies, cost-effective labor force and a commitment to free enterprise.

It was also through trade and market development which led to the growth of Indonesia. The history of its trade has passed through three broad phases since the New Order Government was established in 1966. The first phase, the period before 1973, was characterized by the country's dependence on a relatively small number of basic minerals and estate crops for export earnings, led originally by tin and rubber. Imports consisted mainly of basic foodstuffs, most notably sugar and rice.

Joint ventures in agricultural marketing are fully encouraged in Indonesia. As a matter of fact, figures indicate that at least 51 percent of marketing joint ventures is owned locally by Indonesian entrepreneurs and government policy treats these ventures as national firms. As such, entrepreneurs are eligible to borrow money from the state banks. They are also encouraged to develop projects normally closed to foreign investors. It is primarily because of this environment that among the nations of the world, Indonesia enjoys one of the most impressive inflows of

foreign investment.

What was evident in the profiles of these countries is the full support of the government in the production and marketing of commodities. There was also a strong private sector support which led to the unceasing development of infrastructures like warehouses, postharvest, port and telecommunication facilities, the continuous upgrading of the transport system, and most importantly, the massive search for a steady market.

As an agribusiness entrepreneur, I have witnessed countless experiences of farmers who merely plant a certain commodity just to be able to follow a band wagon. When someone plants calamansi, everybody will also plant the same crop, not having a foresight where and whom to market this. Naturally, this will result to oversupply which eventually lead to losses and crop spoilage.

As in the past, the primary concern of the government is to increase productivity, whether it be in agriculture or in industries. This is for economic stability purposes, most especially in the attainment of a favorable balance of trade through exports. Considering the country's burgeoning population, and the calamities that continue to threaten the stability of our food supply and demand balance, increasing productivity has become an absolute imperative.

Past experiences, have shown however, that increasing productivity is only half the picture. For gains in production, would be, at most ephemeral unless our farmers, fisherfolks and the whole of our labor force are assured of their equitable share in the profits and from increased production. As we aim at boosting productivity, we also aim at significantly increasing the

people's profitability and incomes.

To achieve this two-pronged goal, the government and the private sectors have long recognized the need to transform the mass of our people, most especially our farmers and fisherfolks into rural entrepreneurs. The Filipino farmer has to be a businessman, whose perspective is not only limited to production but also includes the processing and marketing of his product.

To remold our citizenry into effective entrepreneurs, we have to make available to them the information they need to enhance their business foresight. This includes laws, regulations, and market movements, among others, that determine the soundness and folly of their decisions. We also have to enable them to make correct decisions on what crops to raise, where to get financing, as well as when and where to market their produce.

Secretary Sebastian of the Department of Agriculture, in one of his speeches claimed that many of the past efforts in agricultural development did consider the cyclical linkages that connect production to processing to marketing. Unfortunately, however, Mr. Sebastian says marketing has always been the agriculture sector's weakest point.

More than ten years ago, I together with some colleagues in agribusiness have been involved in several consultative workshops nationwide with the primary objective of finding ways and means to improve the quality of life in people in the countryside. Under the umbrella of the Philippine Chamber of Commerce and Industry, we toured the whole country to conduct workshops on distribution and marketing systems, studies on transportation as

these impact on agricultural development, conferences and workshops on grains price stabilization, productivity, marketing assessment of corn~~4~~ and rice and others. These consultative workshops served as our basis in forming the conceptual framework, which gave to the birth of the Market Information Dissemination Project or MARID in 1989.

MARID became the private sector's response to the problem of inadequacy of market information which delimits the farmer's capability to undertake production planning and make sound business decisions. We exhausted the print and broadcast media in order to disseminate pertinent information on market trends and demand situations, prices, product sources, technologies and current and potential markets.

With the success of the MARID Project, we were able to generate more funds, and later, expand our operation under a bigger umbrella organization known as the Foundation for Resource Linkage and Development, Inc. or FRLD.

We at FRLD feel that there is a need to strengthen small farm business units and encourage farmers to form cooperative production and marketing alliances which will ultimately result to the achievement of required economies of scale for viable farm business units. Through our strategy of linking the producers to the buyers of agri commodities, farmers will have a bigger degree of certainty in terms of a steady market for their products.

With our Market Linkage project, we have so far been able to forge more than thirty concrete business linkages with producers and processors of agri commodities. This further results to reduced transaction costs for the process and higher income oppor-

tunities for the farmers. We have so far launched eight market linkage centers in Manila, here in Cebu, Davao, Cagayan de Oro, Bacolod, General Santos City, Pangasinan, Bulacan. Presently, we are in the process of launching our ninth center in Nueva Ecija. Recently, we have also successfully launched an agribusiness promotion center at the Minoy Aquino International Airport as a marketing tool to showcase the best of Philippine agribusiness products to our foreign guests.

These centers operate through an innovative system of computer-based network aimed at revolutionizing the information needs of the agribusiness sector. They have been conceptualized to build a better networking of information and a more systematic exchange data between and among local and foreign investors.

The system will provide a master data base which will serve as the repository of data fed from various source throughout the country. Information which is currently available at these centers include select national and international statistics and market data on fruits, vegetables, poultry/livestock and non-traditionals, list of buyers and suppliers of these commodities. In short, a producer in Mindanao would be able to link with urban Manila immediately and would have access to the information which I have mentioned.

Market Information Dissemination or MARID, aims to provide information assistance for increasing income opportunities through more access to markets and buyers. We have always believed that farm management decisions and marketing functions can be facilitated with the right access to relevant information at

the appropriate time. Currently, we have published an array of publications focussing on the agribusiness investment opportunities in the Philippines, the most comprehensive marketing study on cutflowers focussing on orchids, roses, heliconias, gladioli and chrysanthemums, komiks on the economics of productivity, contract-growing and the implications of the local government code, etc. You might have come across the MARID Digest, one of the country's fastest growing agribusiness magazines today.

Aside from this, we have also tapped the broadcast media to disseminate market information in agribusiness. Come October 2, "Agri-link," the latest agribusiness magazine will break air on ABC Channel 5 and every Saturday onwards. We are producing this in collaboration with PROBE Productions Inc. On the other hand, "Tugon sa Magsasaka" will soon be aired in DYHP, Cebu City every Tuesday and Wednesday, 5:00-5:15 a.m. This will present the latest marketing news, trade opportunities, success stories and a whole lot more.

Another project which we are presently undertaking is the Market Promotion project or MARTPROM which direct its efforts at promoting both local and international market opportunities with clear competitive advantage in order to enhance and further accelerate market development opportunities for producers and processors.

All these projects aim at developing the markets for increased opportunities and better livelihood which would automatically lead to a higher purchasing power by the people. This is the beginning of the attainment of a higher quality of life for people in the rural countryside.

To increase farm incomes, production should be centered on the existence of a steady market which demands a certain quality, quantity and price. With the opening up of markets around the world, the country can ill afford to dilly-dally. We must produce world-class goods, find a steady market for these, and keep in tune with the specifications of that market, be it in packaging, size or quantity. This is the essence of a market-led economy. If we are able to achieve this end, we can be able to propel the twin goals of global competitiveness and people empowerment. These are the guideposts of Philippines 2000.

Let us therefore make productivity, efficiency and competitiveness be our battlecry towards the development of markets for our businesses. Maraming salamat po at magandang araw sa inyong lahat!

## "EFFECTIVE MARKETING : KEY TO LIVELIHOOD "

RUBY GONZALES-MEYER

When I was asked to prepare for this talk and given directives by fax - one line jumped out of the text - I was asked to prepare the topic on marketing from a point of view of any community-based livelihood project. " Any such project should be viewed as an enterprise, with beneficiaries implementing what a regular businessman calls a "business plan ".

Herein lies the crux of the problem in many, if not most, of the income generating projects. They were not created as regular businesses and yet are expected, through time, to perform like them. Many of these development projects were created/born as a response to very urgent social needs. In addressing these basic needs ( in most cases, abject poverty ) crisis management becomes the norm. Project directors, their Board of Directors, donor agencies, project implementors are all wonderfully committed, honest individuals who manage to get off to a wonderful start. The immediate danger has passed: the beneficiaries are all gainfully employed and their families now have a source of income.

However, it is at this stage where the bigger problems begin to creep in: how do we sustain the momentum? Where do we find more money to sustain our overheads? Unfortunately, these and many more such questions should have been faced, prior to the start of the project, however, it is already a reality. Expectations have been raised, we must proceed at all costs. Frantically, all those involved begin to " do their best" under the circumstances: fund raising activities are planned, donations and grants are requested, Board members hurriedly give 101 ideas for products they can sell, in order to generate at least the project's financial demands for the next month, project implementors are willing to sacrifice a bit more by not collecting their full salaries, in order to lessen expenses, etc. etc. Does this ring a familiar bell? All is well and good but not enough.

### I. Vision: Project Mission

We must begin here, as this is the core of any organization. For this reason, we must touch, if only superficially on this, as it has a direct and essential bearing on marketing.

The number one function of leadership is to catalyze a clear and shared vision for the organization and to secure commitment to and vigorous pursuit of this vision. What business are we in? and What business should we be in? Vision is composed of: core

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values and beliefs, purpose and mission. Vision is not necessary to make money; you can create a profitable business without it. Many people have made money, yet had no compelling vision. But if you want to build an enduring, self-sustaining, great organization, then you must have a vision.

There are four primary benefits of vision:

1. Vision forms the basis of extraordinary human effort.
2. Vision provides the context for strategic and tactical decisions.
3. Shared vision creates cohesion, teamwork, and community.
4. Vision lays the groundwork for the company to evolve past dependence on a few key individuals.

It is in our nature, as human beings, to respond to values, ideals, dreams and exhilarating challenges. Most people want to do more than bring home a paycheck. They want work they can believe in and has meaning. Vision is like our compass in the maze of daily confusions. Vision is the link. If all the people in the project have a guiding star on which to sight, they can be dispersed in hundreds of independent little boats, rowing in the same direction. The vision must be shared as a community, and become identified primarily with the organization, rather than with certain individuals running the organization. The vision must transcend the founders.

## ii. The Strategy: Is it Market-Driven ?

Our basic assumption here is that the project's vision is clearly defined: We must provide these beneficiaries a sustainable source of livelihood.

#2 How ? We need a strategy. If your company is market-driven, your strategy must evolve from marketing. When we introduce marketing as a concept here, it is all-encompassing. How to market your organization- to the community where it exists; to the buyers of your products and /or services; to the donor institutions and funding agencies. Simply put, all important new directions in management thought and practice are market-oriented.

Four Basic Principles of Setting an Effective Marketing Strategy:

1. This strategy must descend directly from your vision. Vision first, then strategy.
2. The strategy must balance off your strengths and unique capabilities. Do what you are good at.
3. The strategy must be realistic. It must therefore take into account internal constraints and external factors. Confront your reality, even if it is unpleasant.
4. The strategy must be set with the participation of those who are going to be on the line to make it happen.

The above are the traditional principles when setting up a plan for the "regular" business operation. It is at this point where there are some insights have to be shared. These were gathered over the years, through trial-and-error methods.

5. Aside from identifying your internal constraints and external factors, you must identify who are your "long-term" partners, and those whose "assistance" can be considered as temporary.
6. Do not limit yourself to identifying parties that would give you cash or donations in kind. Find companies, who have existing facilities in your sphere, who can extend to you use of their existing infrastructure and resources.

These steps represent a figurative "examination of conscience", where finally, after taking the internal and external assessments into account, the organization must make key decisions. These decisions and plan must keep the company directed over a period of 3 to 5 years, at least, as the market environments change so quickly.

Strengths and weaknesses. A particularly useful question is: "What are we better at than anyone else, and what are our unique capabilities that give us a competitive advantage?"

Resources. Traditional categories of resources you might consider are: cashflow, access to outside capital, materials, production capacity, and above all people. Non-traditional resources: independent resources of your Board members, a nearby business concern which may be able to be a potential

consumer of your products or services, technology transfer by your pool of donors, utilization of infrastructure readily available to your Board, access to grants and funding agencies, etc.

After formulating the basic strategic decisions, break them down into the component keys of the business:

- A. Products ( or services)- these include product line strategy and manufacturing strategy ( or service delivery strategy);
- B. Customers ( or market segments - these include who the customers are that you intend to serve and how you intend to reach them ) ;
- C. Cash Flow - which is the formulation of a financial strategy;
- D. People and Organization - taking stock of this very important resource;
- E. Infrastructure - taking stock of what means the organization has to get the goods and services to the marketplace.

A. Product Development: The Backbone of Marketing

“ Good ideas do not begin around the conference table. They begin with the consumer. “ ( Charles Hooper, executive vice president and CEO Helene Curtis. )

This concept is one of the most vital, and often missing, in most of the income generating projects , not only in this country, but in most. These organizations are managed by socially motivated individuals who do not give the necessary attention to this aspect. If one should conduct an informal research among these projects, and ask how much of their funding is directed towards this area, we would find that very little of the organization's budget has been earmarked for this activity.

The problem of identifying a continuous source of income is discussed amongst the members, instead of going to the field, trying to identify what it is that you could offer the market. There are two ways to approach product development:

1. Proceed with developing a product utilizing new technology ( technology driven)
2. New product ideas developed as a recognition of need. ( market driven )

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Which way is best ? From experience, technology driven product development is more expensive, and risky, because no matter how great you may think this product is, it does not mean it is as valuable to the consumer. However, product ideas that answer an existing need, obviously have a ready made market for their product. The expense in coming up with this product has already, in a way, been recovered with it's sale.

It is at this crucial junction where most of our earlier mistakes come into play. Usually, when a project is begun, they transfer technology which seems as a wonderful service for the long-term operation of the project. For purposes of clarity, let us take an example of a good product: rice husk paper. Without much prepreparation nor market research, they proceed to teach the beneficiaries a skill. They have heard that there exists wonderful business opportunities for this product. Upon the successful transfer of this technology, they begin to produce wonderful paper and are now ready to sell. Except that there are a few problems they did not consider:

- rice husk is not always available; it is seasonal. Therefore, during the lean months, they must import the raw materials to continue in production.

-only so much of this paper can be sold, as there is already a "glut " in the market for this product. It is not new and there is nothing special in their paper that would make the consumers buy from them, instead of the usual sources.

-price of their paper is more expensive because it costs more to produce this item because their volume is small and the cost of bringing the goods to the market is more expensive.

Does this mean it is the end for this product ? Did we fail at marketing it ?

The answer is no, however there is a lot more one has to do to make this initial product more desirable and saleable to the consumers.

To begin with, they should have identified the market need prior to the transfer of technology. But, that being water under the bridge, one must do what is possible in order to make a success of this skill and convert their manufacturing efforts into cash.

a.1. Product Innovation: By implementing changes to the product, it could be converted from a non-moving item to a saleable one. For example: for the rice paper, it could be dyed, and could be sold not only as paper, but as finished goods. It could be used to cover: gift boxes, picture frames, trims and ornaments, etc.

a.2. Product Diversification: By introducing different other materials readily available and not dependent on seasonal availability, you add more selection and give your buyers more options. For example: for paper, one could add more fibers to make different looks and feel to the product: banana fiber, abaca fiber, etc.

a.3. Competitive Pricing: By studying the product costings more thoroughly, in order to make the price competitive with your competition. A word of caution here: the whole point of competitive pricing is not bargain basement prices. You need to make a profit in order to remain in business, but this must be carefully worked out. Product costings prepared by income generating projects, often do not take into account non-cash expenses (but expenses non-the-less.) like: cost of transporting these goods to market (usually non-traditional methods are employed); financing costs, packaging costs, etc. Ironically, even if these projects do not take into account these "freebies" which cannot be sustained, in any case, they invariably manufacture products which cost more than the competition. The reason is simple: ineffective production output., which results in higher prices. It costs more to produce, so it sells for more. Productivity is not a very popular topic amongst income generating projects, and is directly linked to the marketing efforts.

Who will buy the new product? What is the primary benefit of the new product? Under what circumstances will the new product be used?

After these questions are sufficiently answered, the next step in product development is to project costs, profit margins, return on investments, and cash flow. Start-up and continuing costs, fixed and variable costs, and the impact of economies of scale need to be determined.

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Product Calculation ( Costing )

There are no hard-fast rules on how a company should prepare product costings. However, what we will present is a very basic formula, which has worked over the years. It should be used as a guideline and not a prescription.

In figuring out the selling cost of a product, we must take into consideration the following:

\* Variable Cost : these are the costs you have in manufacturing/producing the product. Conversely, these are the costs that you save when you do not produce the product.  
**Materials ÷ Labor = Variable Cost**

\* Fixed Cost: these are the costs which do not change, no matter what quantity of output is produced. Another term used is overhead costs. **Rent, Salaries of Staff/Personnel, Utilities, Taxes, Depreciation of equipment = Fixed Costs.**

\* Financial Costs: this represents cost of money, availed off in order to finance the orders. This is a reality often not incorporated in product calculations. **Interest charges = Cost of Money.**

Product Calculation Formula:

Total Selling Price:	100 %
Variable Cost .....	50 %
Overhead Costs & Financial Costs.....	30 %
Marketing & R & D..	10 %
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Total Cost .....	90 %
Net Profit.....	10 %

Obviously, this formula is quite simplistic. The purpose of price is not to recover cost, but to capture the value of the product in the mind of the customer. To say that the costs are the sole basis for pricing is naive. A product's price can be compared to a tripod; the initial price generally rests on three foundations: costs, demand, and competition. Therefore, the danger of using this formula, which exists solely as a guide to

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enable the enterprise to recover costs, is that it does not consider whether the customer is willing or able to pay the price charged. Demand is ignored and competitor's prices neglected.

The topic of pricing merits, in itself a whole discussion. For our purposes, it is sufficient to keep in mind the basics in the tripod. More important, productivity is the nucleus of any price calculation. Time and motion; the concept that time is money. More of the product must be manufactured in a day, in order to come up with competitive labor costs. Materials purchasing, and control of wastage is another area which must be kept under control to keep the lid on material costs. Herein lies another major obstacle in developing the entrepreneurial skills of those who manage and operate these enterprises. They do not relate productivity to sales. But again, production management is another major topic of discussion, which is intrinsically linked to any marketing efforts.

Before closing this topic on product, and the process of product development, it is timely to remind all project implementors to keep in mind that they must : a. have in their midst, creative sales personnel; b. get out of their way, as they hatch their ideas; c. and reward them for being innovative. Be prepared for some of these ideas to "bomb", but as long as they keep their efforts focused on what the customer needs, you are bound to hit on "the product". ( Or better yet, the product-line.) No company can live long if it ties itself to a single product. The vitality of the product development function is directly related to the vitality of the company as a whole.

## B. The Consumer: the Market

A market-driven company would have already pointed out exactly who the consumer was for the product he has just developed. This would be the surer, less risky method. From experience, the consumer can be categorized as follows:

B.1. Sub-Contracting Market : there are always manufacturers that cannot cope with the production demands within their company. These customers are the natural, first step you may wish to explore for the following reasons:

- a. They are willing to teach you only the simpler processes, because they are afraid to trust you with more intricate demands, at least at the beginning;
- b. They provide you the exact production flow in order that you deliver to them right away;
- c. They usually provide you with working capital for the specific order;
- d. You learn all your mistakes in this manner which is less expensive an undertaking than as a primary supplier.

The ideal sub-contract relationship exists between a big conglomerate and livelihood projects attached to their organization. You have the best of both worlds- production support and a ready-made market.

However, the down side of sub-contracting, is that they pay less for your product than a direct sale, and they tend to push down their hectic production schedules on yours, which do not allow you sufficient planning time. Therefore, even if this is a natural, first step, it should not be considered as a permanent strategy, as manufacturers do not want you to become independent from them. You are and will always be a potential competitor.

B.2. Direct Supplier : Assuming that your project feels confident enough to be able to assure a potential buyer of it's ability to deliver the sold merchandise, the organization should look to making a decision of whether it's product line is more saleable on a national or international level.

\* National Market : may be approached in the following manner:

- a. Direct Client Calls - on traditional chains, outlets and retailers of your products. It is always best to respect the traditional "sales channels", as opposed to "pulling strings and influence peddling" in your efforts of closing a sale. Already by respecting traditional channels, your organization is marketing the concept that your project deserves to be treated as a "regular" business, as opposed to a "charity organization". You have positioned your company in a professional manner.
- b. Fairs, Bazaars, Trade Meets and Market Weeks - these are all sales opportunities that are organized by private and governmental agencies, and have proven to be a scheduled source of sales efforts. You can plan for these, making sure

you have the correct inventory of products to sell.

Of the two, the less risky is the first because you only produce what you have already in effect sold. With the purchase order on hand, there is a demand that has been filled. The second method carries with it more risk, in the sense that you can and will get stuck with non-moving inventory, which is where your cash will get stuck.

What is good about the local market is that the quantities required are small, which is ideal at the onset, when your production facilities cannot cope with bigger volumes. Traditionally, your profit margins are also bigger because the market can absorb these prices. The down-side though is that, as your production increases, there may come a time when the local market demands cannot fulfill your increasing sales requirements. At that point, you may either: diversify your product lines, innovate them in order to create another demand from your clients, or venture into a larger market: go export.

\* International Market: Become an Exporter

It is a wise decision to enter this field, only after you have had some exposure to local sales or being a sub-contractor for an existing exporter for about 2-3 years. In this period, your organization has learned all the strict requirements in quality control, packaging, costings which are basics for the first time exporter.

- a. Training Courses for Exporters - there are many agencies, both private and government, who conduct seminars and courses for exporters. In these courses, one learns all the mechanics behind Letters of Credit, Shipping Documentation, International Packing Standards.
- b. Join the Trade shows for Foreign buyers - these usually are held in Manila twice a year for different product lines. It is in these shows that your sales personnel make direct contact with the buyers and close their purchase orders, which should keep your business running till the next show. Naturally, you must have already developed a line-up of products, which can be displayed at these fairs.
- c. Approach the buying agents of foreign buyers - all major foreign buyers have local agents. Some minimal amount of

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research on the part of your sales personnel could lead you to these offices. When you go to them, the first thing they will ask for is for actual prototypes. Be ready, do your homework and have the answers at your fingertips.

For both these markets, a basic requirement is to have a "showroom", where you showcase all your products and it's versatility. This holds specially true for projects that are hard to reach. It does not have to be fancy, but it must be tastefully done, and at all times manned by competent personnel who know both about the project, and specially about the products. Remember, you are not only selling the product, you are selling a whole "feeling". So set the tone for it!

### The Essence of Marketing:

#### The Customer First, Last and Always

After this lengthy discussion, it is appropriate to end it with a simple but profound statement. We can summarize the marketing mix into seven elements, in their order of importance:

1. Customer Sensitivity - employee attitude, customer treatment, response to customers.
2. Product - product quality, reliability, and features.
3. Customer Convenience - availability to customer, customer convenience and selling.
4. Service - pre-sale service, after-sales service, and customer convenience.
5. Price - price charged, pricing terms, and pricing offers.
6. Place - manufacturer accessibility, facilities, availability to customer.

7. Promotion - selling promotions, advertising, pricing offers.

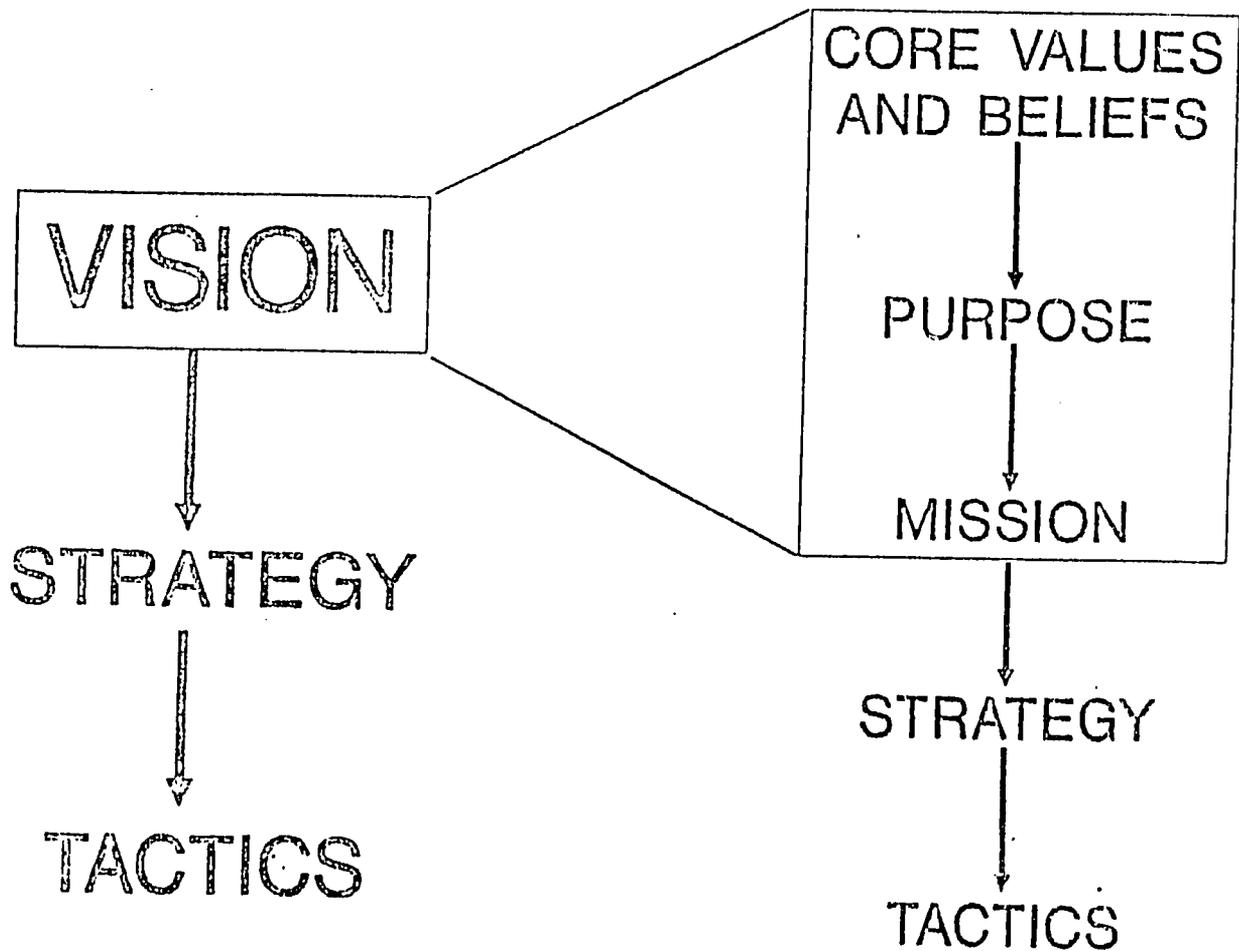
**Innovative products + Creative Marketing = Magic**  
**Great Concepts + Poor Execution = Death**

We, at every level of the enterprises we manage, must re-discover the customer; commit ourselves to total quality of our products and rise to the challenges of innovation, as we face the rigors of global competition. These trends are revolutionizing business enterprises, and at their roots, they are marketing issues. Marketing is, and should be considered, a core task in the organization, and not just the province of the marketing and sales personnel.

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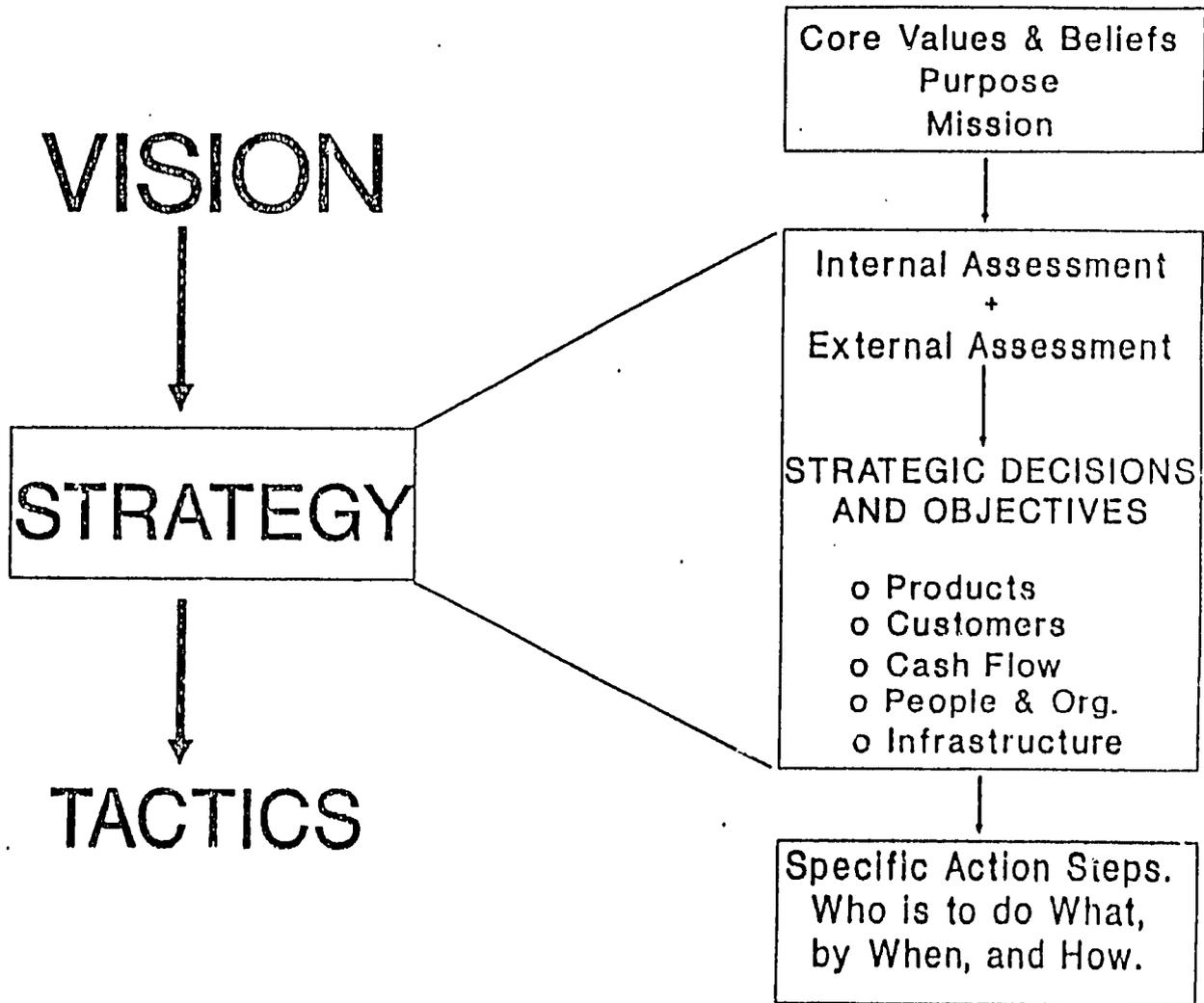
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# Diagram of Vision, Strategy, Tactics



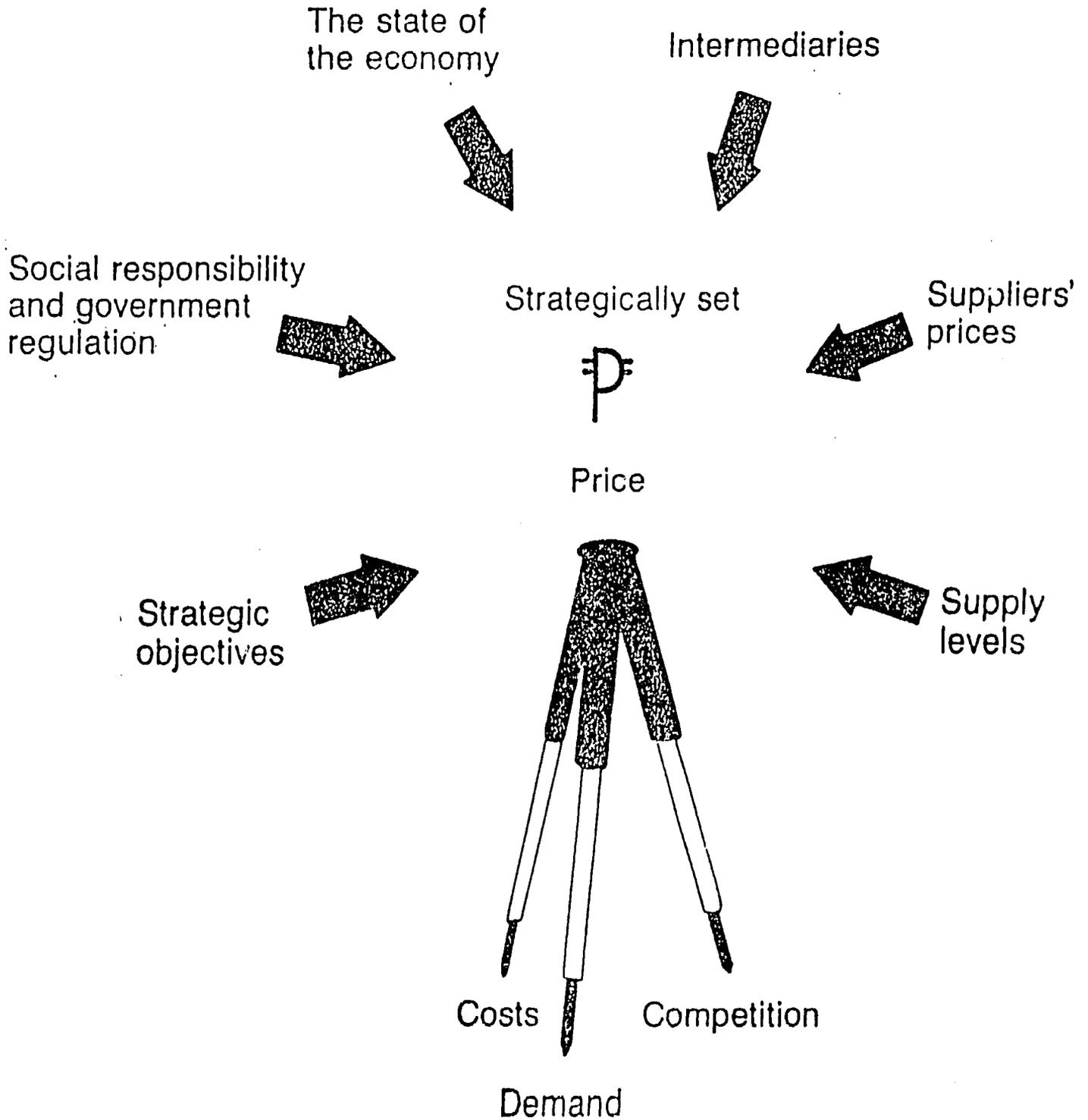
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# Diagram of Vision, Strategy, Tactic



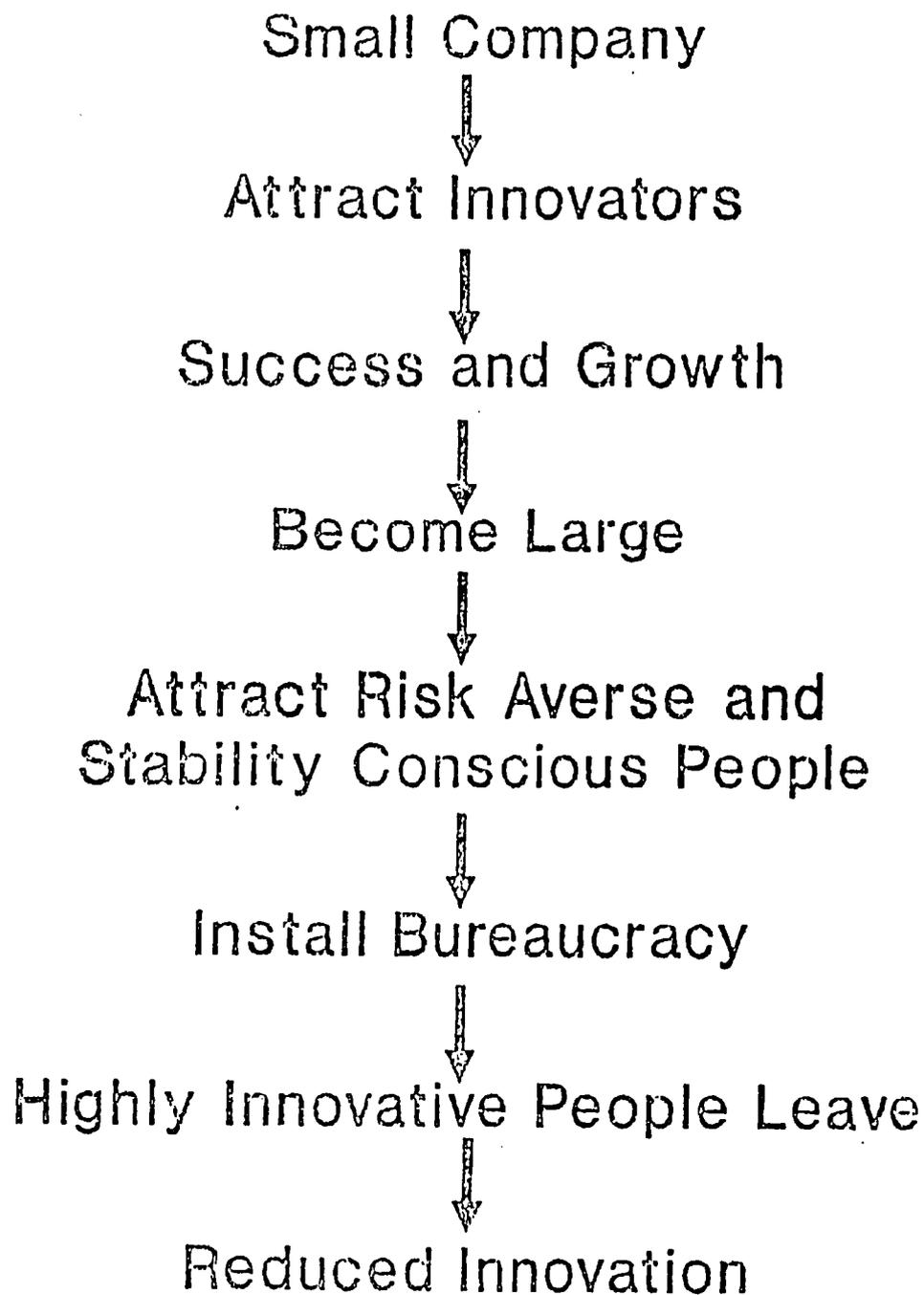
# PRODUCT PRICE TRIPOD

Affect of costs on product price.



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# Size/Innovation Evolution Pattern



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# Sustainability and Institutionalization: The Experience of the Multi-Service Youth Centers

Written by: Dr. Victoria  
Licuanan, AIM

Presented by:  
Enrica Aquino, OPHN/USAID  
Marissa Reyes, PCPD  
Executive Summary

In recent years the issues of sustainability and institutionalization of developmental NGOs have increasingly come under closer scrutiny as donor funds become ever scarcer while the demand for NGO services become greater. These issues are important, not just for the managers, staff, and boards of the NGOs themselves and donor agencies, but for clients as well as corporate and individual donors, and developing country governments. Are sustainability and institutionalization capable of being attained by development NGOs? Evidence from case studies of three youth centers suggest that sustainability and institutionalization are indeed possible. Among the critical elements are a well planned fund-raising campaign, including responsiveness to the clients, building networks, flexibility, and openness to opportunities. Success also calls for a strong commitment to the project, leadership and teamwork on the part of the board and the staff, and management of the transition process so that the NGOs are successfully weaned from the parent organization and the donor.

## Objectives of the case study

This report discusses issues of sustainability and institutionalization focusing on the experience of three youth centers in Manila, Cebu and Baguio over the past 18 months. The objectives of the study are to:

- \* document the experiences of three youth centers in fund raising and institution building
- \* demonstrate the feasibility of institutionalizing a developmental NGO, and
- \* highlight the management issues involved in the process of attaining sustainability

The information for the study was based on interviews with members of the Boards of Trustees and staff of the three centers, the sponsoring NGO, the Philippine Center for Population and Development (PCPD) and donor, the U.S. Agency for International Development (USAID). The interviews were supplemented by various reports and documents.

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Fund Raising Goals  
Sources of Funds  
(in pesos)

	Manila		Cebu		Baguio	
	Amount	%	Amount	%	Amount	%
Corp solicitations	445,000	42	500,000	43	505,000	50
Indiv solicitations	141,000	13	108,000	9	100,000	10
Fee for Service	87,000	8	27,000	2	152,500	15
Project Mgt	150,000	14	-	-	-	-
Business Venture	-	-	330,000	28	30,000	3
Interest Income	125,505	12	182,718	16	60,800	6
Sale of Items	-	-	6,000	1	19,500	2
Signature Campaign	-	-	20,500	2	-	-
Others	-	-	-	-	141,000	14
<b>Total</b>	<b>1,060,505</b>	<b>100</b>	<b>1,174,218</b>	<b>100</b>	<b>1,008,800</b>	<b>100</b>

Note: Percentages may not add up to 100% due to rounding.

Source: Institutionalization Plans, MCYA, CYC and BCYA

**Actual Funds Raised by Source**  
(in pesos)

	Manila		Cebu		Baguio	
	Amount	%	Amount	%	Amount	%
Corp Solicitation	384,000	33	359,156	30	273,000	27
Cowell Fund	617,096	53	621,914	52	-	-
Indiv Solicitations	127,750	11	10,200	1	236,815	23
Project Mgt	-	-	-	-	-	-
Fee for Service	-	-	13,050	1	197,300	19
Sale of Items	5,765	-	1,749	*	3,114	*
Interest Income	33,400	3	75,156	6	56,469	6
Business Venture	-	-	-	-	220,181	22
Signature Campaign	2,000	*	1,042	*	-	-
Donations fr City Govt	-	-	100,000	8	-	-
Others	-	-	20,000	2	32,674	3
<b>Total</b>	<b>1,170,011</b>	<b>100</b>	<b>1,202,267</b>	<b>100</b>	<b>1,019,553</b>	<b>100</b>
Goal	1,060,505		1,174,218		1,008,800	
Excess over goal	10%		2%		1%	

Note: \* denotes less than 0.5% of total; percentages may not total to 100 due to rounding  
Source: Quarterly Reports, MCYA, BCYA, CYC

## VI. Sustainability and Institutionalization

### A. The challenge

Sustainability and institutionalization refer to two basic elements of being an on-going concern: namely, long term financial and organizational viability. Thus, the challenge of sustainability for a non-profit organization is one of self-sustainability, i.e. to be financially viable on its own, with funds forthcoming on a regular basis from activities and/or resources of the organization itself. In addition, a non-profit organization must also be stable as an institution or organization such that it can function, and even grow, without outside support and direction.

These concerns are widespread and not new, and indeed many NGOs have attained them. Civic non-profit organizations like the Rotary Clubs, and Girl Scouts come to mind, as do welfare oriented organizations like the Red Cross. These non-profit organizations have been in existence for a long time, and have become international in scope and operation. While they are also mostly dependent on donations, the process of and channels for fund-raising have become such a regular, on-going operation that they may be fairly safely counted on to yield funds in quantities sufficient to sustain operations. Moreover they are well established and stable as organizations, often with paid professional staff, a core of volunteers and established systems and procedures.

Sustainability and institutionalization, however, are major concerns for smaller non-profit organizations, especially NGOs doing social development work. In a world where funds are easily available, NGOs can concentrate mainly on operations. However, the issue is, can smaller NGOs survive in a world where donor funds are growing increasingly scarce while the demands for their services continue to grow?

Whether the NGO survives in the post-donor world is the result of a number of key elements working together. It is useful to separate these into (a) what needs to be done, i.e. raise funds, and (b) what managerial qualities are needed to do what must be done if the NGO is to survive and adapt to a changing environment. This also assumes that the NGO has a core of technical and operational capabilities and the systems in place that embody these capabilities.

## B. Lessons from the Fund Raising Experience

First of all, if NGOs can no longer count on donor money being easily available, they must go out and get it. Funds can come from several sources:

1. Donors -- International donors will continue to be a major source of NGO funds, but an increasing portion must come from corporate and individual solicitations as well as from the local government.

Based on the experience of the three youth centers, while sources of funds have been diversified, the largest sources of funds are still donors. Furthermore, it would appear that large increases in trust fund levels are dependent on finding donors able to give fairly large sums and willing to give funds which are not tied to specific projects.

2. Revenue from contracts and sale of services -- Beyond finding funds, NGOs must generate funds by selling their services to donors, clients or users. Indeed, in the foreseeable future, it is unlikely that NGOs will be able to build up their trust funds to the level sufficient to maintain full services to their beneficiaries. Hence these must be augmented to and supplemented by grants to perform certain projects.

a. sale of services to donors and clients -- A major source of funds for NGOs are contracts which make use of the NGO's particular expertise. Examples are contracts with specific deliverables such as implementing or running projects; running training programs, doing research, etc. Others are fees from conducting seminars and giving lectures.

b. user fees - In some cases it may be possible for NGOs to charge user fees including membership fees, various forms of user fees, and fees for referral services.

3. income-generating ventures -- Still a step further is engaging in income-generating activities, a euphemism for engaging in business. This includes all activities that go beyond the traditional NGO money-generating activities such as raffles and the sale of promotional materials, to providing photocopying services, supplying newspapers to recyclers, and whatever business opportunity can be identified which the NGO can successfully run.

What are some of the lessons we can draw from the fund-raising experience?

1. there are alternative sources of funds.

Funds from international donor are drying up and certainly subject to increasing competition from other NGOs. NGOs that want to continue operations must look for alternative sources such as local government grants, corporations and individuals. This seems a self-evident truth, but how many NGOs have actually engaged in a systematic campaign to do this? In the experience of the youth centers, the largest sources of funds were donors that were not identified in the institutionalization plans such as the Cowell Fund and donations from the local government.

2. be responsive to what clients want

Those interviewed often mentioned how hard it is to "sell" the concept of the youth centers to potential donors. Angels with deep pockets are rare; more easily tapped are those who want to see some return for their "investment," usually in the form of advertising value or in building up a corporate image. Thus it is easier to get sponsors for specific projects and programs rather than donations for general institutional support or trust funds. The sooner that NGOs recognize that donors are clients just as beneficiaries are, the faster they will be able to adapt to their needs, and more attuned to finding ways to address them.

3. build networks and alliances

As aptly put by someone with experience in fund raising, "no matter what the source of contribution, there is one common denominator of all giving: people give money to people."<sup>1</sup> Everyone receives solicitation letters, but, as the same author goes on to say, substantial giving usually comes from a potential donor's contact with a board member or NGO director; individuals respond mostly to personal appeals from persons they know and respect; and even government grants and contracts tend to go to people who officials know and trust.

The experiences of the centers in fund raising suggest the importance of creating strategic alliances, internally and externally, and building a network of supporters and advocates.

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<sup>1</sup> Fisher Howe, "What You Need to Know About Fund Raising," Harvard Business Review, March - April 1985.

4. set targets and plan fund raising campaigns

One reason the centers were successful at meeting their targets was precisely because they had a target and made plans to meet those targets. Even when targets are not met or are met from different sources, the planning exercise and the existence of targets are strong inputs to actually generating funds.

5. be open to new ways of doing things

The success of Baguio, in particular, in raising funds from business ventures and in earning from contracts suggests the need to explore all avenues of earning, including non-traditional ones. On the other hand, not all things work for all people and all organizations. There is also a need for the leaders and the staff to recognize what areas of fund raising they have expertise in and are comfortable with. In this sense, the sharing of experiences among centers was invaluable in exposing them to different ideas and different ways of doing things.

**C. Rising to the challenge: managerial roles and qualities critical to success**

The success of the three centers in meeting their targets and getting to the point where they have a very good chance of being self-sustaining was due to the work of their boards and their staff members, as well as to the efforts of the sponsoring agency and the donor. Several lessons can be drawn from how they managed the process.

1. accepting the need for change

The idea that "we are doing good work, and therefore we should be supported" needs to change in response to financial realities. Furthermore, the effort to become self-sustaining is such that only if the NGO wholeheartedly accepts this reality and takes on the responsibility for its own operations, can they move towards actualization. As one center president pointed out, the intention for sustainability was not envisioned at the start of the three centers. At that point, the focus was on community service. It was only when funds dried up that attention was directed to the need to become self-sustaining. Looking back at the experience, at the point when foundations were established for each center the sustainability issue should have immediately been made a priority.

## 2. entrepreneurial management

Accepting the need to change is only the first step. A review of the experience of the Multi-Service Youth Centers suggests that sustainability in a post-donor world also calls for "entrepreneurial" management, i.e. one that is responsive to environmental shifts and opportunities; flexible and open to new ways of doing things, willing to ignore traditional roles and ready to adapt new ones, and one that is market oriented. This calls for more aggressiveness in finding and/or generating funds and in motivating staff and volunteers in both operations as well as raising funds.

The marriage between entrepreneurial creativity and NGO dedication to service, however, is a new and uncomfortable role for NGOs, one not fully understood, and one that doesn't quite seem to fit. Increasingly, however, this will be the world of NGOs.

Institutional entrepreneurship involves nothing less than a fundamental change in the ways an organization thinks and functions; in its values, and expectations of members of the organization. NGOs cannot just do better the things they have always done -- more dramatic changes in structures and, equally importantly, in sensibilities, may be required. Where will this come from?

## 3. commitment is key

The centers' boards are critical to the operation and continued existence of the NGO and commitment is key. What does this entail? To continue from the author previously quoted,

"Nonprofit institutions that have achieved sound financial support are almost without exception those with trustees who are dedicated to the organization. Conversely, an institution having trouble raising funds will invariably have a board that is indifferent, distracted by other commitments, or unwilling to face up to its fiduciary responsibility.

Commitment means interest in the entire organization, not just one part of it or one program it offers. Commitment means that board members are themselves contributing to the extent of their ability. Commitment means an eagerness to go out into the community as advocates for the institution. Board members who lack that commitment, or who are merely lending their names or serving because they like the prestige, will weaken a fund-raising effort."<sup>2</sup>

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<sup>2</sup> Howe F., work cited.

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In the case of the youth centers, the boards now provide strategic direction as well as ensure continued financial sustainability. They, and only they, are responsible for the continued operation of the centers. Hence, being a board member requires much more than nominal involvement; members are needed who have a personal commitment to the organization's cause; they must expect and be prepared to make fairly heavy commitments in time and usually financial resources and bring in other donors.

The wellsprings of commitment vary: usually it comes from a sense of civic duty and the desire to do good. Furthermore, commitment, however strong, is subject to burnout and to being diluted by having too many involvements.

#### 4. leadership and teamwork

Institutional commitment is a critical element; however, commitment does not come from faceless institutions, but from people.

It is clear that in the difficult task of institutionalization, there must be a leader, a starter, catalyst and change agent, one who provides energy, vision and perseverance in the face of difficulties. As the experiences of the centers demonstrate, sometimes organizational change and leadership transitions are forced by changes in the environment. Leaders must rise to the challenge, and provide the strategic awareness, the ability to think in broad perspectives beyond the confines of operations and technical matters. Again, the risk is burnout.

The role of the Board of Directors in achieving sustainability is critical. And the board must work as a team, with each member contributing his or her share. It was not just rhetoric when many board members in the interviews referred to themselves as a working board and a "core group."

The staff also plays a critical role. Where there was constancy in the staff, it was easier for them to become a team and work towards sustainability along with the board. Continuity is also important so time is not used up in orientation, adjustment, tooling up, learning to work together, and sorting out values and roles.

#### D. Managing the transition process: carrots & sticks

Sustainability and institution building do not happen over night, but require much deliberate planning and effort. The support of the sponsoring agency, PCPD, and the donor, USAID, were critical in the weaning process (an analogy used often in

the interviews). This was achieved through a combination of carrots and sticks and a deliberate policy of letting go.

The carrots:

1. financial support during the institutionalization phase that enabled the centers to continue operating and also funded staff development efforts.
2. institution building efforts, including the provision of both organizational "software" and "hardware".

Organizational "software" consisted of the staff development training not only on operational matters but in administrative and managerial ones as well such as installing a monitoring system, an accounting system, a planning process, training in how to write proposals, and staff development in areas like communications and assistance in developing IEC materials.

Developing the organization and bringing it to maturity so that it can stand alone requires a deliberate effort, both on the part of the sponsoring NGO, as well as on the fledgling one. The experience of the youth centers demonstrates the effectiveness of training programs and workshops, sometimes bringing in outside assistance from management specialists to specifically address management and organizational issues, as well as a sharing of experiences among centers.

The donor also provided the hardware essential for operations, including fixed assets like computers, fax machine, air conditioner and video equipment, that would have been difficult for the centers to acquire on their own.

3. monitoring is an important aspect of institutionalization, including working with center boards, assistance in planning and target setting, quarterly reviews, and monitoring compliance with the contract.

The stick: In order to ensure that the process be taken seriously, fund releases for operations were tied to attainment of fund raising targets. While a painful provision to administer, this enforced fiscal discipline and forced the boards to face up to their fiduciary responsibilities.

Also important was the deliberate cutting off of the support systems that were appropriate when the centers were a project of PCPD, but which were no longer feasible if the centers were to be independent.

Institution building is a long process, including deliberate efforts to foster (or force, if need be) independence on the part of the NGO.

Although the emphasis of the sponsoring agency was on financial and managerial development, another area which received less emphasis, but was also pointed out as necessary by the centers was that of building up core competencies. This refers to the skill and knowledge base accumulated over time in a particular field by an organization. These are embodied in technical and organizational systems that enable the organization to operate on an on-going basis. In the case of the multi-service youth centers, this would include competencies and standardized procedures in its core business -- services for the youth -- and such things as training, promotion, the development of new materials, networking and doing market studies. Aside from financial and managerial sustainability, these operational structures must be in place, if the NGO is to be stable.

#### E. Other Issues

Amidst the positive developments in the institutionalization experiment, there are also concerns.

One is the issue of whether the country's NGOs will ever be totally self-sustaining. Can a developing country support its NGOs as do developed countries? In the U.S.A, an estimated US\$124 billion in donations to not-for-profit organizations was raised in 1991, having increased steadily through the 1980s. (However, it declined for the first time in two decades in 1992, blamed on a poor economy and news about fraud at charitable organizations).<sup>3</sup>

It is unrealistic to expect all NGOs to become self-sustaining. Several board members mentioned "aid fatigue" among corporate and individual donors. Social generosity rests on the foundation of a healthy economy. Until the economy recovers to the extent that widespread surpluses are generated, a developing country's NGOs will still be dependent on international donors.

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<sup>3</sup> The Associate Press, as cited in Pacific Stars and Stripes, "Giving to charities falls for first time in 20 years," Dec 27, 1992.

Another is the issue of the impact on NGOs of engaging in businesses which are unrelated to their main activities. Should the youth centers regularly engage in livelihood projects, compared with, for example, managing projects for other agencies that have to do with adolescent and youth problems, or health referrals? One danger is losing focus of what the NGO is all about. Related to this is the cost-benefit equation of engaging in business. The returns to the income-generating project must be high enough to compensate for the administrative and managerial efforts put into it, as well as the opportunity cost of board and staff efforts. Would, for example, the same level of effort, appropriately focused and planned, have yielded a donation of a larger amount? It is noteworthy that when all was said and done, donations and grants from foundations, corporations, individuals, and the local government were still the largest sources of funds for all three centers.

Separating the staff engaging in business from those doing counseling work would seem to provide some safeguards. Another is the strength or level of commitment of the organization and its leaders to its main function of assisting the youth, such that service to its primary clients -- the youth -- remains undiminished even while the NGO engages in a business to provide the income to do so.

#### **F. Conclusions**

The road to sustainability and institutionalization is a difficult one. But, as the experiences of the Multi-Service Youth Centers demonstrate, it is not impossible. Success comes from planning and setting goals, with attention being paid not only to raising funds, but to building up organizational capability, both at the level of the staff and the board of directors. There is a learning process that must be gone through, which starts with accepting the need for changes in emphasis, attitudes, roles and priorities. The process can be helped along with rewards and incentives, as well as sanctions if appropriate. The transition from a project to a self-sustaining NGO also requires, not only the efforts of the fledgling NGO, but assistance and direction from the parent organization and the donor agency.

**Public Accountability and Governance**  
**By Justice Leonor I. Luceano**

The motherhood statement on what is public accountability is enshrined in our 1986 Constitution. We thank the 1986 Constitutional Commission for clarifying what it means it is there serving as a yardstick for responsible governance - both public officials who have chosen to serve the country, and to the citizenry to evaluate, and monitor and profit from that service.

Sec. 1 of Article XI thereof states:

"Public office is a public trust. Public officers and employees must at all times be accountable to the people, serve them with utmost responsibility, integrity, loyalty and efficiency, act with patriotism and justice and lead modest lives."

So, what happens when public officials fail to serve with "utmost responsibility, integrity, loyalty and efficiency or act without patriotism and justice"? The Constitution provides for impeachment proceedings and other procedures to get rid of erring officials. The recent move or petition filed with Congress to impeach the highest judicial officials on some alleged travesty of justice, is one such exercise. The Constitution likewise provides for an anti-graft court, known as "Sandiganbayan" which has jurisdiction over lower officials, and the Office of the Ombudsman, "the Tanodbayan" which has the power to investigate and file complaints against erring officials.

In a survey conducted in 1990, the administration had registered 12,500 graft cases lodged with the Tanodbayan. Respondents who were satisfied with the performance of the past administration in fighting graft and corruption declined from 72% in March, 1987 to 26% in July, 1989.

The State has also the power to recover properties unlawfully acquired by public officials. And this is the job of the PCGG or the Philippine Commission on Good Government. Another attempt to measure accountability is the requirement for every public official to file under oath a statement of his assets and liabilities, which shall be publicly disclosed.

Recently, with the enactment of the Local Government Code, citizens can take advantage of the process of "Recall" to cut short the term of an elective official and demand for a new election.

In the courts where I have spent most of my government service, dissatisfaction with judicial performance usually surface through reports to the Office of Court Administration. The latter monitors lower courts' outputs. Despite the Administrators' monitoring however, media reports persisted on corruption in the judiciary: of judges receiving bribes, judges selling their decisions, judges building mansions, frequently travelling abroad; judges riding in beautiful cars, and other Justices of higher courts were not spared - Most of the complainants were lawyers and aggrieved parties. At the beginning, the main complaint was the seeming denial of justice because of the delay in the termination of cases; some cases lasting for 20 years of trial. To attend to this complaint during the term of Justice Marcelo B. Fervan as Chief Justice, he created a "Court Watch" - the "Judicial Planning and Development Office" (headed by him personally) and retired Justice Cecilia Munoz Palma, to monitor the causes of delay, and the performance of judges. As a result of the work of this office of which was a consultant, amendments to existing procedures were undertaken to speed up the judicial process starting from the "Barangay Court" the appointment of more judges to attend to backlog of cases, and to finish up what was called "interited cases" or cases left unacted on by retiring or promoted judges. Metro Manila had 10,000 of these cases. And for judges whose integrity performance and "moral lives" were found questionable, they were either dismissed, or retired early or are now facing his

own "probe committee" in response to media and bar clamor. So far a total of 78 judges have been dismissed; and there seems to be more transparency from the courts today.

The role of concerned lawyers' and NGO group in generating action against court corruption or holding judges accountable cannot be minimized for bringing about this change.

For instance it was the reports and letters from private citizens that opened the eyes and consciousness of the proper agency to make available pieces of evidence to prove the fact of misbehavior. Without these, it is difficult to prove culpability. This is the reason why the Supreme Court adopted the principle of "res ipsa loquitur" meaning "the thing speaks for itself".

But the following suggestions for action may be also taken into consideration in the spirit of responsive democracy. As citizens or NGOs, it is our duty as part of our people empowerment.

1. Act as vigilant watchdogs of the courts and its employees;
2. Move for strengthening the career system by clamoring for the appointment of qualified judges in order to safeguard the efficiency, independence and integrity of our judges;
3. Lobby for laws to improve the judicial process in order to speed up trials and thus eliminate backlogs and the general dissatisfaction against delay in the trial of cases.
4. Weed out judges and court employees involved in corruption and who do not have to the code of judicial ethics.
5. Help promote a better image of our courts after participating in its cleansing.
6. Provide meritorious awards for judicial excellence for judges and for honest and efficient workers.
7. Band together and assure the courts that you are there to give them moral support if their performance is laudable; but will denounce them if otherwise.

Indeed, our vision of a responsive democracy is of that which is committed to a peaceful, democratic, sovereign, economically and politically stable, morally and socially just government under the rule of law through a firm leadership, responsible governance and enlightened participation.

Let us all do our part to reach this goal.

NGOs in the Path to Responsive Democracy:  
Public Accountability and Governance

*Carolina G. Hernandez, Ph.D.*

INTRODUCTION

NGOs and POs are both vehicles and indicators of responsive democracy. As vehicles, they have been at the forefront of the growing movement to make government more responsive to popular demands and expectations. Through their lobbying and advocacy activities, public awareness of critical issues such as human rights, environmental protection/conservation, equal access to economic opportunities and other issues have been raised and harnessed to make government respond to these concerns. As indicators, their growth and proliferation over the past decades demonstrate the beginnings and hopefully, the growth and institutionalization of responsive democracy in this country.

Public accountability and governance are two critical dimensions of a responsive democracy. Public office being a public trust, officeholders cannot be expected to respond to the popular will if they become beholden to private interest through graft practices. Graft and corruption are the rot that erode and destroy the ethos of public service. They are responsible for much of the people's loss of trust and confidence in government. In other countries, they have caused the fall of governments. On the other hand, the serious pursuit of public accountability had made elected governments even more popular among the people still in others.

Vast sums of public funds are said to have been lost to graft and corruption. These funds could have been used to improve health, education and other social infrastructures. They could have been more productively expended in strategically required physical infrastructures such as farm-to-market roads, bridges, ports and the like. Instead they have served to perpetrate special interests that proved inimical to public welfare. They have enriched public officials and developed in them an arrogance of spirit and indifference to the people's welfare, traits that make bad governance thrive in this land.

On the other hand, governance pertains to the discharge of the tasks of government by government officials in general and by its highest organs and officials at all levels of government in particular. Increasingly, the notion of good governance has expanded in international relations to include such values and principles as human rights, democratization, bureaucratic reform and public

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accountability, environmental preservation and sustainable development, and the liberalization, and in the case of Japan, even reasonable levels of military expenditures and non-production of weapons of mass destruction. These values and principles are increasingly being linked to the grant of ODA and other economic instruments of policy by advanced countries in their relations with developing countries.

While they are a potential source of conflict and tension between these countries, their promotion can be a common area for cooperative action between NGOs across the world, if not between NGOs in developing countries and foreign governments seeking to advance good governance in other parts of the world.

By seeking to make government more accountable and responsive the promotion of good governance is central to the agenda of the people's sector organized as NGOs and POs.

### WHAT NGOs ARE DOING

Assessment and monitoring of government performance are being conducted by numerous NGOs in our country at present. Some examples include the Makati Business Clubs' Congress Watch and Court Watch, Green Forum's assessment of presidential and vice-presidential candidates performance in the area of the environment and sustainable development during the May 1992 synchronized elections, and the projects of the Institute of Strategic and Development Studies: (1) Assessment of the Performance of the 8th Congress (2) Generating Indicators for Assessing Legislative Performance and (3) GO-NGO Watch Project.

The data generated by these projects can be useful to other NGOs seeking to influence the performance of government officials and bodies, as well as influence the direction of policy. In the case of the Assessment of the Performance of the 8th Congress, the yardstick used was the 1987 Constitution directing Congress to undertake 81 different but related legislative tasks. It considered over 23,000 bills passed by the 8th Congress and found out that only about 8% of these pertained to the constitutionally - directed tasks. Of the 81 constitutional tasks, most were only scantily or marginally addressed and a full 25 of them were not even addressed at all.

The study also assessed the performance of individual legislators across the 81 tasks. When the study's results were made available to them, many legislators became conscious of the need to improve their performance. The Senate as a body sought a briefing on the study's results during its Strategic Planning Workshop for the current legislative session. It remains to be seen to

what extent this particular assessment project can impact on the performance of the 9th Congress. What is clear however, is that the study is likely to share the performance of individual Senators and Congressmen who either seek to maintain their high ranking or improve a low ranking in this particular yardstick of legislative performance.

### OTHER ACTIVITIES THEY CAN TAKE

NGOs can make government more responsive by undertaking varied activities:

- Lobbying for specific programs and policies based on credible information.
- Recalling erring officials through recall powers in the Constitution and the Local Government Code.
- Organizing the citizenry for responsible voting.
- Continuing the building of grassroots empowerment to enable the people to become more politically involved.
- Networking with like-minded NGOs and other sector of Philippine society.

If NGOs are to become effective vehicles towards responsive democracy, the following questions may be raised: (1) Is it necessary that they observe the norms of public accountability and good governance if they are to be effective in promoting these norms? (2) Is it possible that NGOs can be effective in promoting public accountability and good governance in government while being non-accountable in their own operations, or while remaining undemocratic in their management and operations? (3) Brought to the level of the debate on whether economic development can only or at least be achieved under an authoritarian regime, can NGOs if they are to remain credible and effective afford to take Mr. Lee Kuan Yew's position, run their operations without accountability and democratic governance? If so, for how long before they lose their credibility, or worse face division and rebellion from among their ranks?

In another study conducted by the ISDS to determine whether POs, in particular cooperatives and other livelihood-oriented organizations, are vehicles of people empowerment, the study found out that the most successful of these organizations tend to be leader-led or leader-initiated. One policy intervention this suggests is for the organization to adopt deliberate policies and mechanisms whereby a more democratic system of management is promoted. Furthermore, while these organizations were able to promote popular empowerment in the

economic, social and psychological dimensions, the political dimension remains dominated by their leaders.

The argument has been made that in the initial stages, the role of leadership is key to the success of the organization. That may be so, but unless there are established criteria or indicators of readiness for or appropriateness of more democratic means of management, the future of democratic governance and even accountability of leaders, must remain uncertain at the NGO level. If NGOs can not be accountable and are not democratic themselves, they can not have the moral right to chide others for similar behavior.

I believe this issue needs sorting out and invites discussion from the floor.

In conclusion, I would like to share what I often tell my students at the University. Democracy is a form of government that demands a lot from the citizenry. It is not designed for lazy people, the kind that is prepared to lay down its life to secure the ballot during elections, but would become politically disinterested and uninvolved thereafter. Democracy, to be responsive regimes requires much more from the NGOs and from the individual citizen.

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## LAND TENURE OPTIONS IN THE UPLANDS

Good afternoon, friends.

I am pleased to have this opportunity to share with you some of the tenurial instruments Kapwa Upliftment Foundation is assisting upland farmers to acquire.

Over the past years we have learned that upland farmers are a lot more willing to adopt agroforestry technologies if they are assured that they are going to be able to benefit from the effort of establishing contour hedgerows, rehabilitating soils, developing gulley structures and other soil and water conservation practices.

Other benefits of establishing long term land use rights for upland farmers include decreasing the number of shifting cultivators and assigning areas appropriate for upland agriculture in timberlands. Without tenure, farmers become displaced by other programs for the uplands which are often drawn up without consulting him.

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(Presented by Alma Monica A. de la Paz, Executive Director of Kapwa Upliftment Foundation, Inc. on 18 September 1993 in Cebu City at the Annual Meeting of PVOs and ECDs.)

This discussion will deal with four tenurial programs: the ISF, NFP, CFP and CALC. However the only instrument Kapwa has assisted farmers with is the Certificate of Stewardship under the Integrated Social Forestry Program of DENR. The other instruments available are new and are at the pilot stage.

The ISF is the result of several people oriented forestry programs which taps forest occupants to protect the forest while at the same time assisting them to adopt appropriate upland farming techniques.

The ISF was launched in 1982 under LOI 1260 and later revised as D.A.O. #4 s. 1991. Under the program, forest occupants are to be settled in 18-45 degrees slope areas where they are provided long term land use rights for 25 years renewable for another twenty five years. In exchange, ISF farmers are allowed use of 3-5 hectares on the condition that they actually tilled the area and that 20% of their farm was devoted to trees.

Under the ISF, A Community Forest Stewardship Agreement (CFSA) is issued to communities who want collective rights to a common area. Other organizations have assisted tribal communities to acquire this while supplying for recognition of their ancestral domain.

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In 1987, our government launched the National Forestry Program with a loan of \$240 Million from the Asian Development Bank. The National Forestry Program issued reforestation contracts to families for areas 1-10 ha; communities: 11 - 100 hectares and to corporations for areas 100 hectares and above.

At the time the NFP was launched DENR estimated that out of 17M hectares of primary growth forest, less than a million remained. An additional 5.2 Million hectares of secondary growth forest was fast disappearing at approximately 150,000 hectares per year. Of the eleven million hectares which needed to be rehabilitated, five million hectares were part of critical watersheds.

Under the terms of the program, the contractor was to plant 1,666 trees per hectare at an estimated cost of P20,400 to cover all activities from nursery establishment to maintenance of planted seedlings.

Upon completion of the contract, the contractor was to be issued a Forest Lot Management Agreement (FLMA) provided 80% survival of the trees planted.

The FLMA entitled the holder to utilize the products from trees and plants grown in the area in exchange for protecting and maintaining the new forest establishment. Harvesting is to be

undertaken on a sustainable basis with new tree establishments developed for every extraction. An FLMA is granted for twenty five years, renewable for another 25 years.

Since DENR provided the initial capital to re-establish the forest, the FLMA holder provides all subsequent labor, management and other inputs. When the trees are harvested, the FLMA holder gives 30% of the income to DENR until such time that the total cost of reforestation has been fully recovered.

It is presumed that the upland farmer will be able to intercrop between the forest trees, to enable him to support himself and his family prior to any tree harvesting. The first FLMAs have only been issued this year. Few have qualified due to the 80% survival requirement.

Kapwa is involved in two other pilot upland tenurial instruments: The Community Forestry Management Agreement and the Certificate of Ancestral Land/Domain claim.

The CFMA is the agreement entered into by the community and DENR upon completion of initial community organizing and pump-priming activities in Community Forestry Programs. CFP is a pilot

program that attempts to put 1,000 hectares of forest under community management including rehabilitation and protection activities. About 50 pilot sites have been established nationwide.

The Certificate of Ancestral Land/Domain claim (D.A.O. # 2 S. 1993) is an instrument recognizing ancestral land/domain claims which was promulgated by DENR pursuant to the 1987 Constitution which provides for the recognition and protection of the rights of indigenous cultural communities to their ancestral lands.

The latter two instruments, like the CFMA are at the pilot stage.

Besides the ISF, NFP, CFP and ancestral land claims, several other programs exist which have mostly been awarded to corporations: TLA, PLAs, ITPs, and recently Industrial Forest Management Agreements. I'd like to end this presentation by encouraging all of you who work in the uplands to address tenure issues otherwise the upland farmer will have no place at all.

## Stories

### Doming

- he had left Cebu because it was becoming more and more difficult to farm in Cebu because of increasing soil erosion
- he went to work for a logging firm in Davao which later on enabled him to keep about 4 ha. of land from a native where he settled to have a family
- when Kapwa started to work in the area, in 1986 Doming was among the most receptive to Agroforestry, planting NFTs and slowly establishing contour hedgerows
- in 1988 when DENR came to tell them about contract reforestation programs he decided to devote three hectares of his land for this purpose. He projected that with government paying him approximately P12,000/ha to reforest he would make quite a bit of profit which would later allow him to buy other lands.

As the reforestation project was implemented, or failed to be implemented as designed Doming analyzed several things:

- 1) He did not really get the P12,000/ha. There were deductions he did not understand. Payments from DENR were often not on time. He had to spend quite a bit of time and money following this up.
- 2) Seedling delivered for his contract was less than what it should have been, but he could not complain because he had signed that he had received the required number prior to actual delivery.
- 3) Seedlings were often of poor quality resulting in high mortality;
- 4) Seedlings were not always delivered on time.

Once seedlings were not delivered until the area was once more fully grown. He ended up planting the gemelinas in between his coffee and cacao.

When his reforestation project was evaluated the findings showed that he had failed to plant the required number of seedlings and therefore was not entitled to an FLMA. Worse, because their locale had not been considered for ISF because it was targetted for reforestation.

## Chanito

Native, his farm area was part of an ancestral land claim DLG adopted agroforestry, expanded to about 3 ha. fully developed.

Then in 1982, a plan came out that the area would become the tourist place of Mindanao. The national highway from Davao to Bukidnon would become a 4 lane concrete road. Speculators came to the area and started to offer natives money to buy land. Among the speculators were rich, respectable citizens who saw nothing wrong with the land buying. In fact they even allowed the natives to watch over their land. Some even gave their watcher money to plant vegetables and trees.

Chanito held off selling his land because he knew it was wrong and he felt a tremendous sense of accomplishment for having developed his land with contour hedgerows and planted coffee, bamboo, forest trees and cassava. But then, his sister got ill and needed surgery. Their family turned to him for help. Under pressure, he sold his land for P20,000/ha.

Chanito is just one of many who are selling.

## REPUBLIC ACTS AUTHORED OR CO-AUTHORED BY SENATOR RAUL S. ROCO

Repeal of the Anti-Subversion Law (RA 7636) - The first law approved by the 9th Congress decriminalizes membership in the Communist Party of the Philippines and allows its members to join the mainstream of parliamentary debate and struggle.

The New Central Bank Act (RA 7653) - The last law approved in the first regular session of the 9th Congress establishes a central monetary authority (cma) which shall function and operate as an independent and accountable body corporate in the discharge of its mandated responsibilities concerning money, banking, and credit.

Providing for Retirement Pay for Private Sector Employees (RA 7641) as co-author - By this, private sector employees are entitled to retirement pay equivalent to at least one-half month salary for every year of service in the absence of any retirement plan in the establishment.

### BILLS AND RESOLUTIONS FILED BY SENATOR RAUL S. ROCO

#### On Speedy Disposition of Justice:

- Increasing the jurisdiction of the Metropolitan Trial Courts, Municipal Trial Courts and Municipal Circuit Trial Courts to unclog the dockets of Regional Trial Courts (RTC) and to allow the RTC's to dispose cases expeditiously ( Committee Report 196 on SB 1348);

- Creating Regional Sandiganbayan to handle cases involving low-ranking government officials and distribute the cases handled by the Sandiganbayan. This will allow the Sandiganbayan to devote more time in hearing cases involving high-ranking officials (Committee Report 206 on SB 1353 );

#### As Champion of Women's Rights:

- Redefining rape as a crime against persons and facilitates the prosecution of the offense (SB 208);

- Providing stiffer penalties to persons engaged in white slave trade or prostitution (SB 585);

- Defining the crime of "sexual infidelity" for husbands, and punishing the same with the equal penalties for wives who commit adultery (SB 635);

- Affirming the rights of working women to employment opportunities in both private and public sector in all aspects of labor, including promotions to the managerial levels of corporations (SB 1114);

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As Pro-people and Pro-poor:

- Providing income extenders to public school teachers through fare discount, lower purchase price of rice bought from the NFA, free tuition of children attending state universities and colleges and other preferential incentives (SB 461);
- Reducing compulsory retirement age of government employees from 65 to 60 years and optional retirement to 55 years (SB 297);
- Raising the basic salary of government nurses from P 3,102 to P 4,091 a month (SB 1195)
- Granting five-year lump sum retirement benefits to retirees who are members of the Social Security System (SB 1291);
- Increasing the capitalization of the Philippine National Railway (PNR) from P1.5 billion to P8 billion to revive the railways as the chief means of transport of passengers and goods (SB 1293);
- Abolishing the NCEE as it prejudices young students as "incapable" of college education early in their development (SB 663);

On Behest Loans:

- "Truth in Borrowing Act" which requires disclosure of complete and accurate credit information in connection with applications for credit facility or loan accommodation as recommended in the investigation on the "behest loans" (SB 1015);
- Exempting government financial institutions from payment of legal fees for two years within which the institutions may file action for the recovery of the "behest loans" (SB 1016);

On Privatization:

- Privatizing water districts by creating independent and locally controlled corporations (SB 1022);
- Urging the President to privatize the regional operating units of NAPOCOR after filing bankruptcy proceedings against it (P.S. Reg. 376);

On Education:

- Establishing a College Trust Fund for the children of GSIS and SSS members (SB 1205);

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## CLOSING REMARKS

J.C. STANFORD  
Acting Deputy Director

Ladies and Gentlemen - Good Evening

I speak to you tonite as the Acting Deputy Director of USAID. Normally, I am the Controller. I and my staff spend a lot of time/arguing with and fighting off the auditors/on behalf of you and the other segments of the AID program. Auditors can serve a useful purpose, but..... Everytime I think about auditors, I am reminded of the story of the two biggest liars in the World. The auditor who says "Hello, I'm here to help you" and the Controller who says "I know, I'm glad to see you."

Let me start by telling you how fortunate I feel/to have been able to be with you/during at least a portion of this meeting. It has ~~indeed~~ been fascinating to observe and learn of your new initiatives. You work in a world rich with potential/to improve conditions for the people you

have dedicated yourselves to helping. You seem to be taking full advantage of it.

You can be proud of the many achievements highlighted here. We are proud of you - and of ourselves for working with you. The Philippine NGO movement is perhaps the most highly developed and organized in the developing world today. We are certainly convinced of your ability to bring about lasting improvements - including access to justice and a more open democratic society. You are in the vanguard and we feel fortunate to work with you in this noble cause.

In the long run, you have the answer: citizen participation and self help in the broadest context. You have done it.

All you have to do now is improve your efficiency and be a little more collaborative. In this room and amongst your colleagues is all the experience and expertise you need.

You only need to tap your own resources. We are happy

to work with you to capture and build on your intellectual and organizational capital. *Skill.*

This afternoon we spent some time discussing and debating Directions for 1994 and beyond for the voluntary cooperation program of USAID. At this point I would like to simply list certain points which we believe are very important.

First cooperation itself among you and your organizations to get the job done. Competition is great and its the American Way but teamwork is even better. You have already proven yourselves adept at networking and organizing. You just need to apply the same skills at a higher level with some additional leadership thrown in.

Second - even though the PVO program of ~~the~~ USAID is favored in competition for resources, the overall pie is

shrinking fast. You must tap other sources/and find other ways to sustain yourselves. One approach worth pursuing/ we sincerely believe,/is to band together / develop even more viable /and well managed conduits. Vehicles into which other donors can prudently invest scarce capital.

Third - given declining resources for management of the AID program, we are looking for ways to wholesale our assistance. As we have discussed,/this is true of other donors as well. You will be miles ahead/if you can band together/to form viable and well managed /second and third story operations / Organizations which can spread assistance broadly and effectively /<sup>to</sup> ~~amongst~~ multiple recipients.

Fourth, ladies and gentlemen,/management is management / whether of a PVO or a corporation. The same skills and needs apply. What you need to succeed is good

management/along with the leadership and charisma for which many of you are famous. Mystique and commitment can get the job started. To finish it properly,/ on time,/and within cost/you need good management. In fact/you need exceptional management. This is worth a lot of time and attention.

Finally, ladies and gentlemen,/in my area,/the only way to get the auditors off your back,/at least as far as AID is concerned,/is to run an operation ~~that is~~ so clean it squeaks. We very much want/to explore and experiment with you/as John has emphasized/ with performance based/and endowment programming. This would streamline and improve our mangagement/by moving monitoring to a much higher level. Monitoring on the basis of higher level impact objectives/~~such as~~ improved income and employment <sup>in</sup> amongst a defined group,/a self-sustaining, ecologically sound,~~agro-forestry based~~

livelihood scheme, ~~etc.~~ The only way this can work/  
however/ is for you to develop/ extremely strong systems of  
management and financial control. So strong/ that a  
compelling case can be made/ that the system satisfies  
control and accountability concerns. And that case/ must  
be made and sustained/ with some very skeptical people/  
the Auditors.

In closing/ it now remains only to say/ thank you. We are  
gratified indeed/ that you came/ and that you took this  
meeting so seriously. You worked hard/ and you worked us  
hard/ and that is as it should be. I think ~~that~~ we are all/  
better equipped tonight/ to build a better world. I think we  
had a good time too,/ and that's important,/ even though it  
can't be audited.

Thank you/ and enjoy yourselves this evening. You earned  
it.