

**BASIC SECTOR AND OTHER CIVIL SOCIETY ORGANIZATION  
PARTICIPATION IN THE BOTTOM UP BUDGETING IN ILOCOS SUR,  
PHILIPPINES**

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**ABSTRACT**

In the pursuit of attaining inclusive growth and poverty reduction and promoting good governance at the local level, the Bottom Up Budgeting (BUB) was conceptualized.

The BUB ensures the inclusion of funding requirements for local development needs in the budget proposals of participating agencies. The implementation of BUB Program puts prime on the involvement of the Basic Sector and Civil Society Organizations (CSOs) in all aspects of its implementation. This study is an assessment of the degree of participation of the Basic Sector and other CSOs in the implementation of the Bottom Up Budgeting (BUB) Program in eight LGUs in Ilocos Sur namely Cabugao, Bantay, Narvacan, Candon City, Sta. Lucia, Sta. Cruz, Tagudin and Suyo during the year 2013 – 2015. The descriptive-correlational research design was used in the study supported by documentary analysis and focus group discussions.

The number and quality of outputs in terms of LPRAP formulated, BUB projects implemented and quality of BUB is low. The effect of outputs in terms of governance reform is low. Personal and professional factors of the respondents significantly influence Basic Sector and other CSOs' participation. The extent of the Basic Sector and other CSOs' participation significantly influences the LPRAPs formulated, number and quality of BUB projects implemented. The number and quality of outputs significantly influence governance reform. Based on the findings presented above, the following recommendations are forwarded:

1. To define the role of the Basic Sector and other CSOs during the implementation and monitoring and evaluation stage of the BUB which were not given emphasis in the years covered by this study.
2. To capacitate the Basic Sector and other CSOs through training in planning and budgeting, implementation and monitoring and evaluation so that they will be more familiar with the financial terrain in government.
3. To make a scheme to ensure that they are needed in the implementation and monitoring phase by ensuring their presence and involvement mandatory. There should be a review of the existing policies in the implementation of the BUB Program.
4. To conduct further study to look into other considerations not covered in this study.

## **THE PROBLEM**

### **Introduction**

In the Philippines' pursuit of attaining the Philippine Development Plan of inclusive growth and poverty reduction and promoting good governance at the local level, the Bottom Up Budgeting (BUB) was conceptualized.

The BUB ensures the inclusion of funding requirements for local development needs as they are identified at the local level in the budget proposals of participating agencies. The agencies involved in the BUB are the Department of Agriculture, Department of Education, Department of Energy, Department of Environment and Natural Resources, Department of Health, Department of Labor and Employment, Department of Tourism, Department of Trade and Industry, National Commission on Indigenous Peoples, Technical Education and Skills Development Authority, Bureau of Aquatic Resources, National Electrification Administration, National Irrigation Authority with coordination and oversight by the Department of Budget and Management, Department of Social Welfare and Development, National Anti-Poverty Commission, National Economic and Development Authority and the Department of the Interior and Local Government.

The implementation of BUB Program puts prime on the involvement of the Basic Sector and Civil Society Organizations (CSOs) in all aspects of its implementation from planning to implementation to monitoring and evaluation as they are the direct beneficiaries of poverty reduction. The basic sectors are the marginalized sectors of Philippine society namely farmers and landless rural workers, artisanal fisherfolk, formal labor and migrant workers, workers in the informal sector, indigenous peoples and cultural communities, women, persons with disabilities, senior citizens, victims of calamities, and disasters, youth and students, children, cooperatives and urban poor.

This paper presents the degree of participation of the Basic Sector and other CSOs in the implementation of the Bottom Up Budgeting (BUB) Program. Eight (8) Local Government Units were piloted in the Province of Ilocos Sur to implement the BUB in their area. This paper seeks to find whether or not the participation of the Basic Sector and other CSOs envisioned by the program was fully realized. It seeks to find the enabling as well as hindering factors in the full participation of Basic Sector and CSOs in the BUB. It also seeks to find whether or not the degree of participation of the Basic Sector and other CSOs directly affected the success or failure of the BUB in the pilot LGUs.

### **Statement of the Problem**

This study aimed to assess the degree of participation of the Basic Sector and other CSOs in the implementation of the Bottom Up Budgeting (BUB) Program in the Province of Ilocos Sur. Specifically, it sought to answer the following questions:

1. What is the profile of the Basic Sector and other Civil Society Organizations (CSOs) namely, the farmers and landless rural workers, artisanal fisherfolk, formal labor and migrant workers, workers in the informal sector, indigenous peoples and cultural communities, women, persons with disabilities, senior citizens, victims of calamities,

and disasters, youth and students, children, cooperatives and urban poor in terms of the following variables:

- a. Age,
  - b. Sex,
  - c. Civil Status,
  - d. Highest Educational Attainment,
  - e. Length of Service, and
  - f. Training Programs attended?
2. What is the level of participation of the Basic Sector and other Civil Society Organizations?
  3. What are the outputs in terms of LPRAPS formulated, number and quality of BUB projects implemented?
  4. What is the effect of the outputs in terms of governance reform?
  5. Is the extent of participation of the Basic Sector and other Civil Society Organizations influenced by their profile?
  6. Is the output in terms of the LPRAPs formulated, number and quality of BUB projects influenced by the level of Basic Sector and other CSOs' participation?
  7. Is the impact in terms of poverty reduction influenced by the output?

### Theoretical Framework

#### A. Effectiveness

Effectiveness has been defined as “the degree to which objectives are achieved and the extent to which targeted problems are solved. In contrast to efficiency, effectiveness is determined without reference to costs.” ([www.businessdictionary.com/definition/effectiveness.html](http://www.businessdictionary.com/definition/effectiveness.html))

This researcher operationalized effectiveness as governance reform. Governance reform were the result of the LPRAPs formulated, number and quality of BUB projects implemented.

#### B. Output

Output is defined as “the act of producing something, the amount of something that is produced or the process in which something is delivered.” ([www.yourdictionary.com/output](http://www.yourdictionary.com/output))

In this study, the researcher operationalized output in terms of the LPRAPs formulated, number and quality of BUB projects implemented.

Qualitatively, the outputs were measured in terms of it being participatory, in terms of adequacy, appropriateness, timeliness, equity and continuity.

### C. Basic Sector and other CSOs' Participation

Participation is a political process in which previously excluded classes or groups seek to become involved, have a voice in and generally gain access to the benefits of economic and social development.

Participation by the people in the institutions and systems which govern their lives is a basic human right and also essential for realignment of political power in favor of disadvantaged groups and for social and economic development. Rural development strategies can realize their full potential only through the motivation, active involvement and organization at the grassroots level of rural people, with special emphasis on the least advantaged, in conceptualizing and designing policies and programs and in creating administrative, social and economic institutions, including co-operative and other voluntary forms of organization for implementing and evaluating them. <http://www.intrac.org/data/files/resources/128/OPS-7-Peoples-Participation-in-Development-Projects.pdf>

In this study participation is operationalized in terms of the degree of involvement of the Basic Sector and other CSOs in the BUB.

Profile of Basic Sector and other CSOs. It referred to a formal summary or analysis of data, often in the form of a graph or table, representing distinctive features or characteristics. (<http://education.yahoo.com/reference/dictionary/entry/profile>)

Profile of Basic Sector and other CSOs is operationalized in this study as the personal and professional factors of the members of the Basic Sector and other CSOs.

## Conceptual Framework

The study is guided by the research paradigm as shown below.

### BASIC SECTOR AND OTHER CIVIL SOCIETY ORGANIZATION PARTICIPATION IN THE BOTTOM UP BUDGETING IN ILOCOS SUR, PHILIPPINES

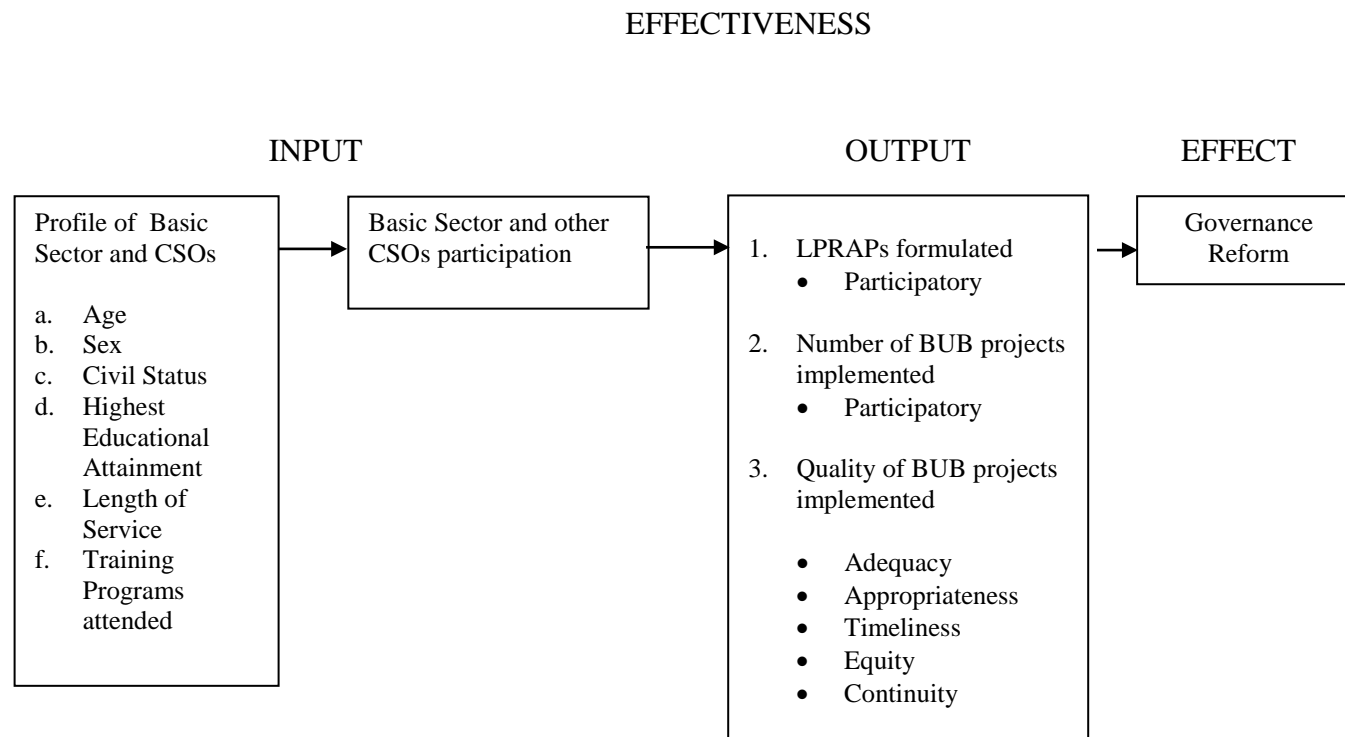


Figure 1. The Research Paradigm

### Hypotheses

The following hypotheses were tested in the study:

1. Governance Reform was influenced by the LPRAPs formulated, number and quality of BUB projects implemented.
2. The LPRAPs formulated, number and quality of BUB projects implemented was influenced by Basic Sector and other CSOs' participation.
3. Basic Sector and other CSOs' participation was influenced by the profile of the Basic Sector and CSOs.

### Methodology

Research Design. The researcher used the descriptive-correlational method of research. The researcher gathered data through a questionnaire to assess the Basic Sector and other Civil Society Organization Participation in the Bottom Up Budgeting in Ilocos Sur, Philippines. The data gathered were organized, tabulated, analyzed and interpreted based on the answers to the questionnaires. The variables in the study, namely: poverty reduction, LPRAPs formulated, number and quality of BUB projects implemented, and Basic Sector and other CSOs' participation were correlated to each other.

Population and Sample. The population of this study came from 8 local government units of Ilocos Sur. These local government units were chosen as pilot for implementation of BUB.

The respondents of this study comprised of the Basic Sector and CSOs who are members of the Local Poverty Reduction Action Team of each municipality.

Data Gathering Instrument. The researcher used a questionnaire which were utilized during the CSO Assembly of the LGUs.

Likewise interviews from selected DILG Officers, LGU personnel, basic sector and other CSOs are conducted to further validate the perception of the respondents.

### Findings

1. The number and quality of outputs in terms of LPRAP formulated, BUB projects implemented and quality of BUB is low. The effect of outputs in terms of governance reform is low. Participation of Basic Sector and other CSOs in the BUB Program is highly emphasized during the planning stage. Unfortunately during the implementation and monitoring, their role is not very much pronounced as it is between the LGU and participating agency that is in constant interaction.
2. Personal and professional factors of the respondents significantly influence Basic Sector and other CSOs' participation.
3. The extent of the Basic Sector and other CSOs' participation significantly influences the LPRAPs formulated, number and quality of BUB projects implemented.

The following are the enabling factors that are evident in the BUB Program implementation are the following: a.) mandatory representation of the Basic Sector in the Local Poverty Reduction Action Team, discouraging elected, appointed officials and employees and their relatives to become representatives of the Basic Sector and

other CSOs to ensure real basic sector participation; b.) discouraging the influence of the Local Chief Executive during the selection of representatives is another enabling factor, by assigning the facilitation of the selection of the Basic Sector and other CSO Representatives to the DILG, the Local Chief Executive will not be able to influence the selection process. The hindering factor of the full participation of the Basic Sector and other CSO representatives are the passivity of involvement of Basic Sector and other CSOs representatives in the implementation and monitoring and evaluation phases of the program. Their presence is not as compulsory as compared during the planning stage to follow the progress of the program or guard its implementation. Basic Sectors and other CSOs that are more organized and more experienced at planning and budgeting also have the edge.

4. The number and quality of outputs significantly influence governance reform.

Basing on the implementation of FY 2013, 2014 and 2015 BUB Program there are highs and lows. The planning phase of the program is the strongest point as the Basic Sector and other CSOs are ensured of their involvement. The implementation and monitoring however is the low point owing to a lot of reasons, “birth pains” as termed by the champions of the program. One of the reasons is that Basic Sector and other CSOs’ involvement is not asserted in these phases. It appears that there is a significant influence of the CSOs in every phase of the BUB program. If the Basic Sector and other CSOs are empowered in all phases of the program, BUB Program could be a complete success.

### **Recommendations**

Based on the findings presented above, the following recommendations are forwarded:

1. To define the role of the Basic Sector and other CSOs during the implementation and monitoring and evaluation stage of the BUB. The guidelines for implementation should be reviewed and amended to clearly state how the Basic Sector and other CSOs should come in during these stages.
2. To capacitate the Basic Sector and other CSOs through training. It is necessary that they become proactive during the implementation and monitoring and evaluation stage. It should be inculcated that they should not only be a nominal party to the BUB Program but a critical partner in its implementation. They should also be capacitated in planning and budgeting, the Basic Sector and other CSOs who are more organized and knowledgeable in planning and budgeting have the edge since they have the knowledge and familiarity of the government’s financial terrain. Basic Sector representatives should also organize themselves so that they will have a stronger voice in the various stages of the BUB.
3. To make a scheme to ensure that they are needed in the implementation and monitoring phase by making their presence mandatory. For instance, in the monitoring of the project which requires the pre-implementation, during implementation and post implementation documentation, the monitoring team should include Basic Sector and CSOs representation, for instance, during the implementation stage, milestones in the implementation progress should be monitored by the Basic Sector and CSOs and that the project cannot proceed to the next stage unless they have secured endorsement from the CSOs. Also in the completion report of the project, the Basic Sector and other CSOs representative should be a mandatory signatory alongside the Local Chief Executive.

4. Further study should be conducted to look into other considerations not covered in this study.

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