



## GUIDE TO LPRAP WORKSHOP FOR GPP (GRASSROOTS PARTICIPATORY PROCESS) 2016

### 1. Definition of Terms

- a. **Grassroots Participatory Process (GPP)** - is a process through which priority projects are identified jointly by local governments and communities/citizens and are incorporated into the proposed budgets of the national government agencies submitted to Congress for approval.
- b. **Local Poverty Reduction Action Plan (LPRAP)** – the LGU plan which contains programs and projects collectively drawn through a participatory process by the LGU with CSOs and other stakeholders, and which will directly address the needs of the poor constituencies and the marginalized sectors in the city or municipality.
- c. **Local Poverty Reduction Action Team (LPRAT)** – the group to spearhead the formulation and monitoring of the LPRAP.

Under the Regular Grassroots Participatory Process, the LPRAT shall be composed of the following members:

Chairperson: Local Chief Executive (LCE)

Co-Chairperson: A CSO representative

Members:

Representatives from Government, to wit:

- Sangguniang Panlungsod / Bayan Member who is the Chairperson of the Committee on Appropriation;
- All local government department heads such as the Planning Officer, Budget Officer, Fishery and Agriculture Officer, Social Welfare and Development Officer, Health Officer, Community, Environment and Natural Resource Management Officer (CENRO) and Public Employment Service Office (PESO) Manager;
- Representatives of NGAs such as the DSWD municipal links, the DILG City/Municipal Local Government Operations Officer, the School District Supervisor and Agrarian Reform Officer; and
- Representatives from CSOs (must be *residents* of the city or municipality), that can come from the following groups/organizations:
  - Pantawid Pamilya Parent-Leaders recognized by DSWD;



- Leaders from DOH organized Community Health Teams;
- Leaders of the Parent-Teacher Associations;
- Leader of CSOs accredited by LGUs;
- Leaders of CSOs accredited or recognized by any NGA;
- Leaders of a women's group;
- Leaders of a basic sector organization;
- Leaders of a basic sector organization recognized by NAPC;
- Leaders of other community or grassroots organizations;
- In cities/municipalities where *Indigenous Peoples comprise over twenty-percent (20%) of the population, one of the elected representatives must come from the IP sector.*

[Elected officials, their immediate relatives (spouse, parent, sibling, child), and LGU employees are ineligible to be elected as CSO representatives.]; and a representative from a local business group or association

Municipalities that have graduated from or are currently implementing the KALAHY-CIDSS Program shall undergo the Enhanced Grassroots Participatory Process, wherein the LPRAT shall perform its functions as the technical working group of the Enhanced Local Development Council (LDC). It shall be composed of the following members:

- 10 representatives from government (may come from government members or observers of the Enhanced LDC)
- 5 Barangay Development Council Vice-Chairpersons selected through the KALAHY-CIDSS program
- 5 CSO representatives in the Enhanced LDC who are elected during the CSO assembly

The LPRAT under the Regular or Enhanced Grassroots Participatory Process shall always be composed of an equal number of government (including the LCE) and non-government representatives. All CSO representatives should be residents of the city/municipality. *The LPRAT should also be composed of at least 40% women.*

- 1.1. **Enhanced Local Development Council** – refers to the Local Development Council (LDC) with an expanded membership to include the regular members of the LDC with the addition of all the Vice-Chairs of the Barangay Development Councils who are to be elected from among the KALAHY-CIDSS community volunteers.

Chairperson: Local Chief Executive (LCE)

Vice-Chairperson: A CSO representative



Members:

Representatives from Government, to wit:

- All punong barangays in the city or municipality
- Chairperson of the Committee on Appropriation of the Sangguniang Panlungsod/Bayan
- District Representative or his/her representative

Representatives from Civil Society Organizations and Communities, to wit:

- All Vice-chairs of the barangay development councils (elected through the KALAHI-CIDSS program)
- At least five CSO representatives elected by CSOs during the CSO assembly [Elected officials, their immediate relatives (spouse, parent, sibling, child), and LGU employees are ineligible to be elected as CSO representatives.]
- A representative from a local business group or association

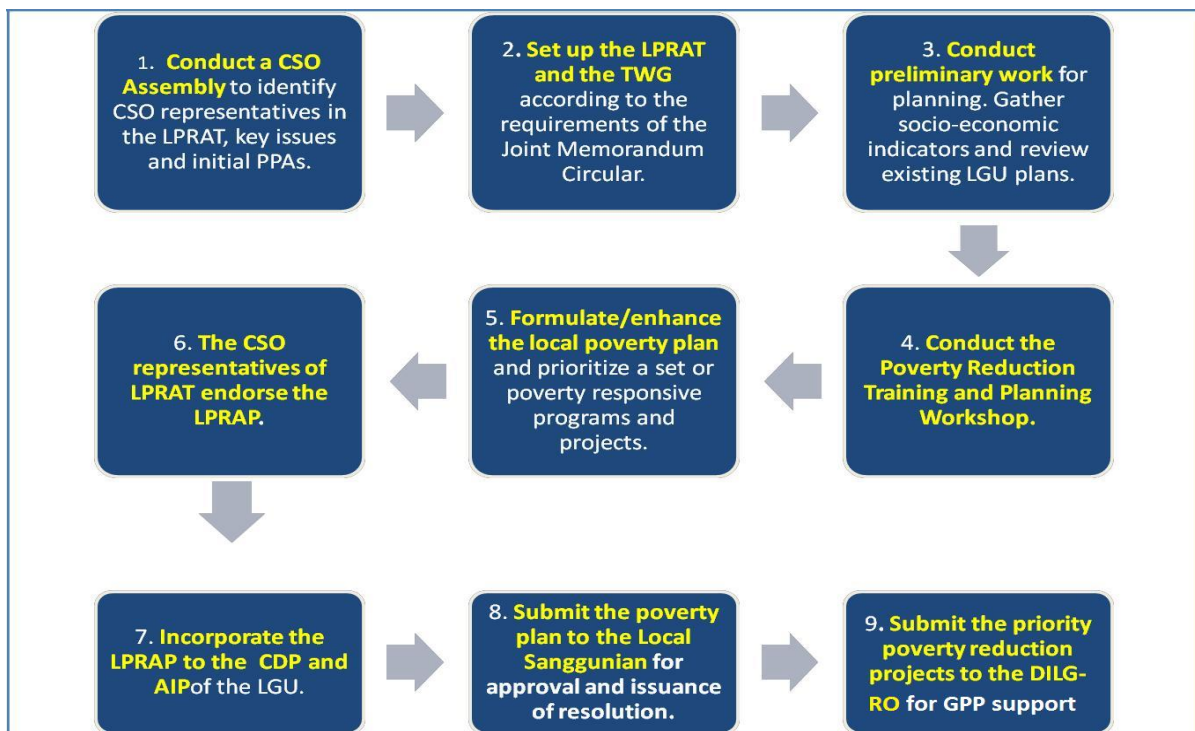
The Enhanced LDC shall be composed of at least 40% women.

All local government department heads such as the Planning Officer, Budget Officer, Agriculture Officer, Social Welfare and Development Officer, Health Officer and Peso Manager and representatives of national government agencies (NGAs) such as the DSWD municipal links, KALAHI-CIDSS Area Coordinator, the DILG City/Municipal Local Government Operations Officer, the school district supervisor and Agrarian Reform Officer shall be invited to sit as observers and resource persons in the Enhanced LDC.



## 2. The Grassroots Participatory Process

Below is a graphic presentation on the steps/processes involved in drafting the LPRAP (Local Poverty Reduction Action Plan). It starts with the preparatory processes (steps 1 -3), the actual planning process that starts with poverty situation analysis and crafting of poverty reduction strategies and targets (step 4) which takes into consideration the local poverty plan of the LGU (step 5); getting endorsement from the 3 CSO signatories (step 6) and the local Sanggunian (step 8); incorporating the LPRAP to the CDP and AIP of the LGU and finally, submitting the LPRAP to the regional office of the DILG for GPP support (step 9).



### 3. Objectives of the LPRAP Workshops for GPP 2016: At the end of the workshop, the LPRAT will be able:

- To agree on the poverty indicators/issues that the city/municipality will address for the next three years based on an agreed criteria for prioritizing issues;
- To conduct poverty situational analysis and identify main and secondary causes of the problems as well as its immediate and secondary effects;
- To identify the specific poverty reduction strategies to be undertaken by the LGU and other stakeholders, including the national agencies, and incorporate the same in the LPRAP. Identification of strategies should be based on the results of the poverty situational analysis.



- To identify priority poverty reduction projects through a consensus among its members;
- To update the LPRAT members on the status of implementation of GB 2013 and 2014.

#### **4. Schedule on the conduct of LPRAP Workshops**

Based on the Calendar of Activities for Grassroots Participatory Process, LPRAP Workshops will be conducted from November 16- December 14, 2014.

#### **5. Who will convene the LPRAP Workshop?**

The local chief executive, in his/her capacity as LPRAT Chairperson together with the Co-chair (a CSO rep) with the technical assistance of MPDO and MLGOO shall convene the LPRAT (Local Poverty Reduction Action Team).

#### **6. Who are the participants of the LPRAP Workshop?**

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Co-Chairperson: A CSO representative

Members:

Representatives from Government, to wit:

- Sangguniang Panlungsod/Bayan Member who is the Chairperson of the Committee on Appropriation;
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- Representatives of NGAs such as the DSWD municipal links, the DILG City/Municipal Local Government Operations Officer, the School District Supervisor and Agrarian Reform Officer; and

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- Leaders from DOH organized Community Health Teams;



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- Leaders of a women's group;
- Leaders of a basic sector organization;
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Municipalities that have graduated from or are currently implementing the KALAHI-CIDSS Program shall undergo the Enhanced Grassroots Participatory Process, wherein the LPRAT shall perform its functions as the technical working group of the Enhanced Local Development Council (LDC). It shall be composed of the following members:

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## 7. What projects can be proposed for funding under the GPP program?

All projects that will be submitted to the national government for funding must contribute to the following national government priorities:

- a. Provision of Basic Social Services and Attainment of the Millennium Development Goals, including poverty reduction;
- b. Hunger Mitigation and Elimination;



- c. Job Generation and Inclusive Local Economic Development; and
- d. Climate Change Adaptation/Mitigation and Disaster Preparedness
  - Localities that experience a high prevalence of hunger shall include hunger mitigation/elimination programs in their requested projects. Likewise, localities that are situated in geo-hazardous areas shall include disaster risk reduction/climate change adaptation programs in their requested projects.
- e. Job Generation and Inclusive Local Economic Development; and
- f. Climate Change Adaptation/Mitigation and Disaster Preparedness
  - Localities that experience a high prevalence of hunger shall include hunger mitigation/elimination programs in their requested projects. Likewise, localities that are situated in geo-hazardous areas shall include disaster risk reduction/climate change adaptation programs in their requested projects.

## 8. What projects are not allowed under the GB program?

The following projects shall NOT be proposed as Grassroots Budgeting Projects:

- Projects below five hundred thousand pesos (such projects cannot be funded by national government, however, they can be proposed as LGU implemented projects to be funded through the LGU counterpart for Grassroots Budgeting), except for Gulayan sa Paaralan projects under DepEd;
- Expansion of Pantawid Pamilya Program beneficiaries (since identification of beneficiaries is done through NHTS) and Social Pension for Indigent Senior Citizens;
- Housing Projects (due to the substantial cost requirement; such projects should be requested from NHA/NHMFC which have the necessary funding);
- Materials Recovery Facility and Landfills;
- Vaccination program and National Health Insurance Program (since universal coverage is already provided by DOH and PhilHealth);
- Construction of new school buildings and classrooms, deployment of additional teachers and construction of Rural Health Units (since this will be provided for in the FY 2013 and 2014 National Budget);
- Farm-to-market roads (since network plans will be required for such and current standards for FMRs will be too costly given available Grassroots Budgeting funding)
- Projects related to law enforcement, fire protection, and jail management (since these are not poverty reduction projects);
- Construction of city/municipal hall, training centers, and other multi-purpose buildings, and procurement of furniture and fixtures, (since these are not poverty reduction projects);



- Purchase of motor vehicles (i.e. ambulances, trucks, fire trucks, vehicles to be used for monitoring purposes), except for those to be used for rescue in times of disaster; and
- International trainings/scholarships

## 9. Methodology in the conduct of LPRAP Workshop

LPRAP workshops are proposed to be a series of meetings and not just a two-hour, a half-day activity or a one day activity given the objectives of the LPRAP workshops which are listed earlier.

### Session 1. Opening the Planning Session

Open the session with a remark from the Mayor and the introduction of participants. Follow the introduction with a quick explanation of the objectives of the planning which are:

**General Objective:** To come up with a Local Poverty Reduction Action Plan that is relevant to the context of the community through a participatory process.

**Specific Objectives:** At the end of the workshop, the LPRAT will be able:

- To agree on the poverty indicators/issues that the city/municipality will address based on an agreed criteria for prioritizing issues;
- To conduct poverty situational analysis and identify main and secondary causes of the problems as well as its immediate and secondary effects;
- To identify the specific poverty reduction strategies to be undertaken by the LGU and other stakeholders, including the national agencies, and incorporate the same in the LPRAP. Identification of strategies should be based on the results of the poverty situational analysis.
- To identify priority poverty reduction projects through a consensus among its members;
- To update the LPRAT members on the status of implementation of GB 2013 & 2014 and the list of approved projects for 2015.

### Session 2. Briefing on the GPP

After clarifying the objectives of the planning exercise, present the background material on the GPP to ensure that all the members of the LPRAT have the same level of understanding regarding GPP.

### Session 3. Presentation and validation of situation analysis: The Problem Tree





- **Contextualizing GB: Poverty in the Philippines**  
(Source: KALAHI-CIDSS Manual)

**Our understanding of poverty determines the way we are going to respond to it.** The most popular measurement of poverty is level of income. This is based on an assumption that you need a certain level of income to be able to purchase basic goods and services. Based on this assumption, our usual response would be the provision of livelihood or employment opportunities. As more studies were completed, **poverty was later defined as the sustained inability of Filipino families to meet minimum basic needs.** Thus, **poor families are usually characterized as having malnourished children; poor health; low educational attainment; are unemployed or underemployed; and homeless. With this perspective, poverty reduction responses focused on accelerated delivery of basic services.**

Experiences also revealed that the **conditioning factors of poverty** include **poor roads; unavailability of basic facilities** such as electricity, potable water sources, school building, health centers, sanitary toilets, production as well as communication facilities; **lack of access to basic services; peace and order problem; and calamities.** Moreover, **the root causes include inequitable distribution of production assets such as land, coastal resources, ancestral domain; non-participation in decision-making; and a culture of silence or helplessness.**

Studies also showed that **poverty has a sectoral dimension** such that certain groups of Filipinos have become marginalized or vulnerable. These groupings are referred to as the **basic sectors.**

As presented by the C/MPDC, the key conditions that represent a baseline status of your LGU focuses on four (4) development sectors and sub-sectors namely:

- Social (education, shelter, nutrition and health, including reproductive health)
- Economic (livelihood and employment)
- Infrastructure Support (water and sanitation/WATSAN, electricity)
- Environment (disaster).

In the analysis of poverty problems and issues, use of sex-disaggregated data generated especially on the social sectors is highly encouraged. This is crucial in order for the LPRAT to identify the gaps to be translated to goals and subsequently determine the needed actions or interventions, particularly towards poverty reduction.



Let us now summarize the scenario in your LGU by developing a problem tree or you can use other tools for analysis that you are familiar with.

### **Steps in developing a problem tree:**

**Step 1:** The first step in developing the problem tree is to **identify the problems** that the LPRAT seeks to address. As the members of the LPRAT are government and non-government representatives, the group will have to discuss and agree on what the core problem is. For the CSOs, you have done this during your CSO Assembly while the LGUs do this as a regular planning activity.

### **Step 2: Identify the causes and effects**

After agreeing on the core problem, participants discuss what the direct causes and effects of the problem are. Each cause statement needs to be written in negative terms. Figure 3 (please refer to p. 26 of the Manual for Facilitators).

### ***Developing the linear cause-effect relationship for a problem tree***

Participants need to continue to repeat the process on further horizontal lines until they are no longer able to identify any further underlying causes, as shown in Figure 3.

## **Session 4. Crafting Poverty Reduction Strategies: The Solution Tree**

Reversing the problem tree, by replacing negative statements with positive ones, creates a solution tree. A solution tree identifies means-end relationships as opposed to cause-effects. This provides an overview of the range of projects or interventions that need to occur to solve the core problem.

## **Session 5. Identifying and Prioritizing PPAs**

Session Objective: At the end of the session, the participants are able to:

- Learn how to identify and prioritize programs, projects and activities

Once there is agreement on the major development issues, the participants should proceed with the process of **identifying and prioritizing programs, projects and activities (PPAs)**. Please refer to sample criteria in **prioritizing PPAs**. Other steps and criteria in prioritizing PPAs are discussed in the succeeding paragraphs.



The session consists of:

- Definition of programs and projects
- Identifying where programs and projects, and legislation, if needed, are to be derived, from:
  - Data generated *from the Problem-Solution Tree Analysis*
  - CBMS-recommended tools in diagnosing poverty
  - LGPMS information as guide in determining appropriate policy interventions, including legislations to address critical performance and services areas that posted the widest gap or inadequacies
- Prioritization of PPAs: Concepts, Steps, Ranking
- Preparation of Project Brief

#### **How to prioritize:**

Review the problems and issues using the following criteria:

- **Relevance:** Do the issues and concerns relate to addressing the poverty situation of the locality? Will the solution focus on the target clients/constituents that needed the service most? Will the proposed solutions/programs directly contribute to increasing income of the poor and addressing other poverty indicators?
- **Urgency:** Are the problems the most urgent/first things first, that when not responded to immediately will bring detrimental implications to the environment and the people or the community at large?
- **Magnitude:** Do the problems involve majority of the people and their concerns?
- **Importance:** Are the issues and concerns the most critical that would make a lot of difference when given the solution?
- **Doability:** Area the issues and problems realistically solvable by the people.

#### **Session 6. LPRAP Documentation Reporting and Documentation Requirements**

Session Objective: At the end of the session, the participants are able to:

- Come up with a final list of identified projects – the LPRAP, using the template provided in the GPP JMC

The last session involves a discussion on how to report and document the output of the previous sessions – a list of the identified tangible projects- the LPRAP, using the template provided in **Annex B-1 & B-2 of the JMC on GPP**.



As required in the JMC, the LPRAP has to be approved by the LPRAT, specifically endorsed by three (3) CSO members and signed by the City/Municipal Mayor.

A Project Brief for each of the projects listed in the LPRAP is likewise required in the JMC. The above-listed documents are then forwarded to the local sangguniang for adoption, through the issuance of a resolution - **“Resolution Approving the List of Anti-Poverty Reduction Projects.”**

The submission of the LPRAP should contain the following:

- Cover letter signed by the city / municipal mayor;
- List of Priority Projects for FY 2016, using the attached format (Annex B-1) and with all pages signed by the 3 CSO representatives identified in Section 6.1.3; and
- Project brief for each proposed project (using template in Annex C)
- Report on compliance with the required participatory processes under GPP as detailed in Section 6.4.3
  - **Both printed and electronic copies of these documents should be submitted** to the DILG RO. Electronic copies should be submitted through e-mail. The list of priority projects must be submitted in both PDF and word/excel format.

**The Program Flow (Needed: One day)**

Date/Time	Activities	Person Responsible
<b>DAY 1</b>		
9:00 – 9:45	Opening Preliminaries	Facilitator
	<ul style="list-style-type: none"> <li>• National Anthem</li> <li>• Opening Prayer</li> <li>• Introduction of Participants and Resource Persons</li> <li>• Welcome Message</li> <li>• Presentation of the Program/objectives of the workshop</li> </ul>	The LCE Facilitator
9:45 – 10:00	Session 1 – Briefing/Orientation on the Grassroots Participatory Process	Co-chair of the LPRAT or Community



		Mobilizer / Regional Coordinator
10:00 – 11:00	Session 2 – * Presentation and Validation of the Poverty Profile of the city/municipality (30 minutes) Inter-active discussion on the data presented (30 minutes)	City/Municipal Planning Officer with the assistance of local finance committee and other department heads of the LGU
11:00 – 4:00 <b>(with lunch break at 12:00 – 1:00)</b>	Session 3 – Workshop on the Problem Tree Analysis & Crafting of pro-poor strategies/targets  a. Identifying the priority poverty problems to be addressed by the LGU based on an agreed upon criteria and on the poverty profile presented to produce evidence- based LPRAP  b. Presentation of the CSO assembly outputs, specifically priority poverty problems/issues and their analysis and its corresponding solutions for consideration by the LPRAT  c. assign the priority problems or issues to the workshop groups  d. actual workshop – analyzing main and secondary causes as well as immediate and secondary effects of identified problems and identifying pro-poor strategies and targets for funding by the NGAs	Facilitator
<b>Workshop 1:</b>  11:00 to 12:00 and continue to 1:00 – 2:00	Guide questions for the Workshop1:  1. <i>What are the poverty</i>	



<p><b>Workshop 2:</b> 2:00 – 4:00</p>	<p style="text-align: center;"><i>issues/problems that need to be addressed?</i></p> <ol style="list-style-type: none"> <li>2. <i>What are the main causes of these poverty issues?</i></li> <li>3. <i>What are the secondary causes?</i></li> <li>4. <i>What are the immediate effects of these problems/issues?</i></li> <li>5. <i>What are the secondary effects?</i></li> </ol> <p>Guide questions for Workshop 2:</p> <ol style="list-style-type: none"> <li>a) <i>What should the situation be? (the opposite of the problem tree) to define our goals, objectives and results)</i></li> <li>b) <i>What could be done to change the situation? (this will be our strategies, policies, regulatory measures, programs (including capacity development) and projects that will be proposed as the poverty-reduction interventions)</i></li> </ol>	
<p>4:00 – 5:00</p>	<p>Session 4: Reporting on the workshop outputs  <b>(interventions to address poverty in the locality may</b></p>	<p>c/o reporters from the workshop groups</p>



	<p><b>come in the form of policies or regulatory measures and capacity development in addition to the common, regular PPAs found in the menu of NGAs)</b></p>	
<b>DAY 2</b>		
9:00 -9:30	<p>Opening Activities</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Opening Prayer</li> <li><input type="checkbox"/> Recap</li> </ul>	Facilitator
9:30 – 10:00	<p>Session 5: Coming up with the final list of pro-poor programs, projects and activities considering the national priorities and their budget cap</p> <p><b>** The LPRAP will include not only those that can be funded by the GPP, but also those that can be funded by the LGU from their regular sources.</b></p>	Facilitator
10:00 -10:30	<p>A briefing on how the LPRAP can be integrated in the CDP</p>	MPDO
10:30 -11:30	<p><b>Session 6: LPRAP Documentation Reporting and Documentation Requirements</b></p> <p>The submission of the LPRAP should contain the following:</p> <ul style="list-style-type: none"> <li>• Cover letter signed by the city/municipal mayor;</li> <li>• List of Priority Projects for FY 2016 using the attached format (Annex B-1) and with all pages signed by 3 CSO representatives identified in Section 6.1.3; and</li> <li>• Project brief for each proposed project (using template in Annex C)</li> <li>• Report on compliance with the</li> </ul>	<p>Facilitator will ask the LPRAT members who will take charge of the different requirements and dates of submission.</p>



	required participatory processes under GPP as detailed in Section 6.4.3, specifically: <ul style="list-style-type: none"><li>○ Photo of LPRAP workshop participants;</li><li>○ Minutes and attendance sheet of LPRAP workshop</li></ul>	
<b>11:30 - 12:30</b>	Session 7: Update on the status of implementation of GPP 2013 & 2014 and the list of approved projects for 2015.	<b>MLGOO</b>
<b>12:30</b>	<b>Closing Activity</b>	<b>MLGOO</b>


**REFERENCES:**

- JMC # 5
- Manual for Facilitators drafted by the consultants from the World Bank.
- LPRAP Guide by NAPC

Prepared by:

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