

THE BARANGAY AND CITIZENS' PARTICIPATION FOR DEVELOPMENT

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Citizen participation, as a phenomenon of the political environment, is a crucial factor in determining the demands and support that can influence the political system in making its authoritative decisions and policies. It affords the necessary dialogue and feedback which make the political process pulsate with meaning and relevance in the context of the articulated desires and aspirations of the people. In particular, the role of the contemporary barangay organizations in the Philippines has been viewed as uppermost in generating widespread participation in community developmental efforts. Attempts are being exerted to strengthen the barangay units as the primary base for general grassroot participation in community development by trying to turn them into effective and viable forums where community issues are discussed. The task of ascertaining the effectivity of the barangay as a vehicle for broadened citizen participation, thus contributing towards political development, is the major concern of this study.

Significance of the Study of Citizen Participation in the Barangay

Like other developing countries, the Philippines is aspiring to achieve political modernization. In spite of this, there are few systematic studies of political modernization being undertaken in the country. It is along this line that the present study seeks to make its contribution by, it is hoped, shedding more light on the study of the politics of development of the Philippines. More particularly, it aims to be an avenue for study that could be a laboratory of the specific efforts of Baguio City towards development.

It might be added further that the study of participation at the local level is vital. The local community seems to be a good place to

begin since the chances of effective participation for the individual citizen tend to be better on the local level than on the level of the national government. This is probably due to the fact that, on the local level, political and governmental problems tend to be more understandable and the organs of government less distant. As a matter of fact, it has often been argued that effective democracy rests on the ability of the individuals to participate locally, for it is here that they can develop some sort of mastery over political affairs. As stated by Bryce, "an essential ingredient of a satisfactory democracy is that a considerable proportion should have experience of active participation in the work of small self-governing groups, whether in connection with local government, trade unions, cooperatives or other forms of activity."

In the Philippines, after the declaration of martial law, the problem of the national leadership was what to do with the supreme authority that had been attained. A way had to be found to mobilize support behind the reform programs of the administration. At the same time, since the leadership is committed to the democratic ideological notion that the masses ought to be an involved participant in the political system, a way had to be found to make the ordinary man politically relevant. The administration established the barangay organization to achieve this end. As far as this author is aware of, there is no intensive study that has been published to gauge the effectiveness of the barangay as an instrument of political development with special reference to citizen participation.

Development, Political Development and Political Modernization

Social scientists have for the last two decades become deeply involved in the study of development. This is as a consequence of the growing worldwide concern for accelerating the development of many old and new nation-states. There is now a very abundant literature that attempts to analyze the various aspects of the development process: economic, social, cultural and political. It is with the political aspect of development that we are primarily concerned.

A description of the development process would be planned change in the direction of modernity. Several combinations of values have been suggested for modernity. The values identified may be considered the ultimate goals of development. Nation-building is one such cluster of values or outputs sought in development. Socio-economic progress is another label for outputs of a modernizing society identified. The formula for nation-building varies to

some extent from country to country. However, the aspects of nation-building considered most relevant for less developed countries are national identity or solidarity, structuralization participation.

The concept of political development is often equated with political modernization. Although a few authors distinguish political modernization from political development, the two concepts are usually taken to be synonymous terms.

To S.P. Huntington, political modernization is a process which involves the development of rationalized authority, differentiation and specialization of political structures and expansion of participation in politics. On the other hand, Almond and Powell consider integration or state building, national identity or nation-building, participation and distribution as essential traits of political development, while Dankwart Rustow noted as the most important features of political modernization identity, authority and equality. We find no substantial difference in the various characteristics listed down by these authors as important aspects of political modernization and political development. For instance, Almond and Powell's nation-building and state-building may be considered as sub-headings of Huntington's rationalization of authority, while the quest for equality of Rustow and Huntington's participation are actually one and the same. We shall not make any distinction between these two concepts and in this study the two terms are used interchangeably.

For the purpose of this paper, we chose only the concept of political modernity as participation under which to examine the process of political modernization in the City of Baguio. Political modernization has been defined therefore as widespread awareness of, and participation in national politics by a large number of people who belong to all sectors of society. This shall mean the citizens becoming directly involved in, and becoming affected by governmental affairs.

The views of some writers like Huntington and Welch can be cited in justification of this concentration. Thus, while other characteristics of political modernization as unification and centralization of the political systems and differentiation of structures are vital to the two author's analysis of the process of political modernization, they also regarded participation as the most fundamental aspect of political modernization. It is their view that large scale traditional societies may achieve a relatively high extent of structural differentiation and a high level of rationalized authority and yet political participation at any levels above the village or town is restricted to relatively small elites. Consequently, the most distin-

guishing characteristic of a modern state is the broadened extent to which social groups throughout society become involved in national politics and become affected by governmental affairs.

Political participation as employed in this study refers to the wide-spread involvement in the political system by the mass of population though not necessarily in the decision-making aspects thereof. As noted by Huntington, "popular or broadened participation in politics does not necessarily mean popular control of government" through the taking of an active part in the making of decisions. As a matter of fact, Huntington notes, it may, as in authoritarian and totalitarian states, enhance control of the people by the government. In his view, constitutional democracies, authoritarian and communist dictatorships are participants in modern politics for in all cases the citizens become directly involved in and affected by governmental affairs.

Used in the broadest sense, political participation refers also to the "subjective" or psychological involvement in the political processes, following similar formulations by La Palombara and M. Weiner. These two writers distinguish between two forms or modes of participation, namely: the psychological and the substantial. In their view, participation in some political systems refers only to a "psychological involvement in the political process characterized by a "capacity to empathize with those who make political decision and perhaps even the policies pursued." When the mode of participation is mainly psychological, participation is only substantive in a minor degree. Participation is substantive when the ordinary man is given the opportunity to vote, is a member of associations concerned with influencing public policy, or are members of political parties seeking the selection of candidates to public office.

This study seeks to examine and analyze the nature, extent and mode of political participation of barangay members, as well as to determine actual participation in different kinds of political participation activities. Furthermore, it uses as a frame of reference the perceptions of community members as to the effectiveness of the barangay as an instrument of political modernization.

More particularly, it seeks to examine barangay participation in terms of the following:

1. The response of the barangay to decisions and/or policies emanating from the political system.
2. The process of formulating demands.
3. The extent and mode in which barangay response or support is manifested.

The Approach to the Study

Using the system analysis as conceived by David Easton, his inputs — political systems or processes — outputs model of the political system, this study will delineate the demands and/or support that the people may have upon the decision-making process of the political system. We will determine whether the members of the barangays are primarily oriented toward the inputs of demands or inputs of support of the political system. We will also determine whether the orientation of the membership of the barangay are toward the political inputs aspect of the political system or the output, administrative side of the political system.

Easton conceived of the political system as a system of interaction through which authoritative policy decisions are made and executed for society. Demands and supports are fed into the system, which are converted by the processes of the system into authoritative statements or policies. Inputs of a political system, the raw material out of which outputs are manufactured, are of two kinds: demands and supports. Demands are claims made by persons or groups upon the authorities to make authoritative policy decisions; supports are favorable actions or orientations promoting the goals and actions of the regime or national leadership. Outputs are authoritative statements and policies formulated by the authorities or national leadership after acting upon the inputs from the people.

A Summary of Findings: Significance and Implications

We will now present a summary of our efforts to analyze the role of the contemporary barangay organization in the City of Baguio as a basic political unit which affords the members of the community political participation in government affairs. Here we also present the results of our attempts to ascertain the effectivity of the barangay as an instrument for increasing and organizing citizen participation in community development efforts, as well as for mobilizing participation in national politics, considered as a vital prerequisite to political modernization. At the same time, the implications and significance of our findings in relation to the barangay, to the city, and to national government and national leadership, will also be presented.

The respondents of this study were 132 officers and 199 members of 31 barangays.¹⁶ The members were subdivided into two sub-categories: the 15-19, and the 20 and over age groups. Questionnaires were filled out by them from the month of August 1975

to March 1976. Of the 132 officers interviewed, 26 were barangay captains, 48 were barangay councilors, 13 were barangay policemen and 45 were secretaries, treasurers and chairmen of the Kabataang Barangays. Of the 199 members interviewed, 39 belonged to the 15-19 age group and 160 to the 20 and above age group.

We examined the respondent's orientations and relationship to the political system as demonstrated by their perceptions and attitudes. We tried to ascertain the patterns and the dimensions of their political cognition or knowledge and awareness of the barangay. A participant is assumed to be aware and well-informed about the political system in all its aspects i.e., the governmental (output) and political (input) aspects. The perceptions of the members of the community as to the effectivity of the barangay as an instrument of political modernization was also used. As much as possible, we tried to find out the informants' attitudes and feelings toward the national leadership, the national, city and barangay governments, including their concept of the role of the barangay and their own role in it.

The degree and extent of our informants' participation in specific barangay projects and activities, as well as in other kinds of political participation activities which included attendance at meetings, giving of financial contributions and participation in the national referendum, were also studied and analyzed.

Significance and Implications of Findings to the Barangay

One aspect of the cognitive dimension we examined is that of awareness of the nature of the barangay. As can be seen in Table 1, the people in the barangay appeared to be favorably disposed towards the barangay. A look at the total mean scores for all type of respondents reveal the fact that mean scores of 2 or answers of "often" were registered in five out of six statements.¹⁷ They seem to take pride in the existing state of community cooperation and involvement. Favorable evaluation of the barangay is implied in their perception that it is recognized as the institution that gives voice to the desires and interests of the barangay constituents.

Further confirmation of the respondents' favorable orientation towards the barangay is also clearly reflected in their answers to another series of questions aimed at testing their awareness of the actual performance of their barangay. 'A look at the total mean scores for all types of respondents in answer to questions 11, 12, 15, 18 and 19 of Table 2 reveal that our informants see the barangay as an institution that has succeeded in developing goodwill not only

Table 1. Frequencies and Measures of Central Tendency of Officers' and Members' Responses to Questionnaire Items About Awareness of Nature of Barangay

	1	2	3	4	5	
	Strongly agree	Agree	No opinion	Disagree	Strongly disagree	
	F	F	F	F	F	Mean
1. Spirit of bayanihan and cooperation prevail among members						
Officers	41	60	15	13	3	2.07
Members, 15-19	5	21	7	5	1	2.38
Members, 20-above	20	76	37	25	2	2.45
Total (Officers+Members)	66	157	59	43	6	2.29
2. It is prestigious to be a barangay official						
Officers	27	64	19	14	2	2.21
Members, 15-19	0	12	13	12	0	2.90
Members, 20-above	19	78	38	17	3	2.4
Total (Officers+ Members)	46	154	70	43	5	2.39
3. Barangay is recognized as the institution that articulates the desires and interests of constituents						
Officers	37	69	20	3	3	1.98
Members, 15-19	4	21	12	2	0	2.28
Members, 20-above	26	93	32	5	3	2.16
Total (Officers+Members)	67	159	64	10	6	2.10
4. Council has instituted systematic, effective ways of receiving/ documenting reactions from members						
Officers	23	69	24	14	2	2.27
Members, 15-19	1	14	14	7	3	2.92
Members, 20-above	4	68	51	29	6	2.78
Total (Officers+Members)	28	151	89	50	11	2.59

Table 1 (Continued)

	1	2	3	4	5	
	Strongly agree	Agree	No opinion	Disagree	Strongly disagree	
	F	F	F	F	F	Mean
5. Effective communication exists between city-government and barangay councils.						
Officers	29	71	18	8	5	2.15
Members, 15-19	2	13	16	4	4	2.87
Members, 20-above	17	90	28	18	6	2.40
Total (Officers+Members)	38	164	82	30	15	2.36
6. The ABC* is recognized as having authority to transmit to city officials decisions of barangay councils.						
Officers	42	65	11	6	5	1.99
Members, 15-19	3	21	11	4	0	2.41
Members, 20-above	19	86	35	16	2	2.34
Total (Officers+Members)	64	172	57	26	7	2.21

Table 2. Frequencies and Measures of Central Tendency of Officers' and Members' Response to Questionnaire Items About Awareness of Actual Performance of Barangay

	1	2	3	4	5	
	Strongly agree	Agree	No opinion	Disagree	Strongly disagree	
	F	F	F	F	F	Mean
1. Members know their roles and functions						
Officers	22	65	23	20	1	2.33
Members, 15-19	7	18	7	5	2	2.41
Members, 20-above	23	78	31	23	4	2.41
Total (Officers+Members)	42	161	61	48	7	2.42

Table 2 (Continued)

	1	2	3	4	5	
	Strongly agree	Agree	No opinion	Disagree	Strongly disagree	
	F	F	F	F	F	Mean
2. Officers perform their roles and functions						
Officers	36	63	16	15	2	2.14
Members, 15-19	3	12	13	9	2	2.87
Members, 20-above	17	80	35	20	5	2.46
Total (Officers+Members)	56	155	64	44	9	2.4
3. Officers perform their duties efficiently						
Officers	23	66	20	19	3	2.38
Members, 15-19	1	13	13	9	2	2.95
Members, 20-above	6	60	49	28	13	2.88
Total (Officers+Members)	30	139	82	56	18	2.57
4. Officials often discuss projects with members						
Officers	39	63	12	15	2	2.07
Members, 15-19	2	20	6	10	1	2.64
Members, 20-above	9	71	32	37	7	2.76
Total (Officers+Members)	50	154	50	62	10	2.51
5. Decisions and activities of officers are done with the consent of community members						
Officers	37	59	14	18	2	2.15
Members, 15-19	3	17	12	6	1	2.59
Members, 20-above	12	70	33	38	7	2.73
Total (Officers+Members)	52	150	59	62	10	2.53
6. People are vocal with their praises and/or criticisms of barangay						
Officers	30	63	26	11	0	1.91
Members, 15-19	8	18	5	6	2	2.38
Members, 20-above	24	74	37	16	5	2.38
Total (Officers+Members)	51	148	75	44	7	2.28
7. Civic-religious organizations are useful in						

Table 2 (Continued)

	1	2	3	4	5	
	Strongly agree	Agree	No opinion	Disagree	Strongly disagree	
	F	F	F	F	F	Mean
enabling barangays to realize projects						
Officers	25	71	17	15	3	2.22
Members, 15-19	1	17	15	6	0	2.66
Members, 20-above	11	66	59	18	5	2.62
Total (Officers+Members)	37	154	91	39	8	2.47
8. City Government agencies lend assistance and cooperation						
Officers	20	77	13	15	5	2.29
Members, 15-19	4	13	15	4	3	2.72
Members, 20-above	11	86	40	18	3	2.47
Total (Officers+Members)	35	176	68	37	11	2.43
9. Members appreciate any aid from national government						
Officers	32	80	13	5	1	1.95
Members, 15-19	6	20	10	3	0	2.26
Members, 20-above	22	89	37	9	1	2.23
Total (Officers+Members)	60	189	60	17	2	2.12
10. People work for barangay because they want to please President Marcos and the National government						
Officers	10	44	24	51	3	2.95
Members, 15-19	5	12	15	7	0	2.62
Members, 20-above	6	50	54	41	6	2.54
Total (Officers+Members)	21	106	93	99	9	2.91
11. Only influential members benefit from implementation of barangay projects						
Officers	1	8	17	89	16	3.85
Members, 15-19	0	3	18	18	0	3.38
Members, 20-above	2	15	39	89	12	3.60
Total (Officers+Members)	3	26	74	196	38	3.67

Table 2 (Continued)

	1	2	3	4	5	
	Strongly agree	Agree	No opinion	Disagree	Strongly disagree	
	F	F	F	F	F	Mean
*12. Barangay serves as a link between common man and city/national governments						
Officers	29	82	12	7	2	2.02
Members, 15-19	7	21	9	0	2	2.21
Members, 20-above	15	96	40	7	1	2.30
*Total (Officers+Members)	51	199	61	14	5	2.16
13. Barangay has not done anything beneficial for the community						
Officers	4	9	9	88	20	3.85
Members, 15-19	0	8	9	18	4	3.05
Members, 20-above	3	6	35	102	11	3.71
Total (Officers+Members)	7	23	53	208	35	3.74
14. Barangay prefers projects which are visible or material rather than those concerned with taking a stand on broad national issues like Muslim problem, foreign issues, etc.						
Officers	27	73	17	12	2	2.15
Members, 15-19	3	15	11	0	0	2.21
Members, 20-above	19	89	39	8	0	2.23
Total (Officers+Members)	49	187	67	20	2	2.19
15. Barangay can complete projects without any support from outside sources or national government						
Officers	6	24	7	73	21	3.60
Members, 15-19	2	10	9	17	1	3.03
Members, 20-above	1	25	28	83	25	3.65
Total (Officers+Members)	6	59	44	173	47	3.57

Table 2 (Continued)

	1	2	3	4	5	
	Strongly agree	Agree	No opinion	Disagree	Strongly disagree	
	F	F	F	F	F	Mean
16. Pres. Marcos and the national government have not asked the barangay to give their support for national policies/programs						
Officers	4	15	25	69	18	3.62
Members, 15-19	1	3	16	16	3	3.12
Members, 20-above	0	18	48	77	11	3.53
Total (Officers+Members)	5	38	91	162	28	3.55
17. City projects undertaken by barangays are: results of directives from President Marcos						
Officers	12	73	24	15	5	2.44
Members, 15-19	3	18	16	2	0	2.44
Members, 20-above	13	83	35	17	3	2.43
Total (Officers+Members)	48	169	69	36	3	2.31
18. Barangay succeeded in developing goodwill with national and city government						
Officers	28	69	22	9	4	2.18
Members, 15-19	3	16	17	2	1	2.54
Members, 20-above	8	74	64	9	1	2.49
Total (Officers+Members)	39	159	103	20	6	2.37

among the barangay members but also with the city and national government. On the whole, although a certain amount of skepticism can be detected among the more youthful members as to the favorable impact of the barangay in their lives, it is their view that the barangay is an institution that serves the interest of all segments of the community, facilitating contact and linking the people of the barangay to both the national and city governments.

On the other hand, although they generally tend to evaluate the barangay favorably, the members are rather critical of the way the

officers are managing the affairs of the barangay. This is clearly indicated in their mean scores in Table 3 in which 8 out of 9 questions are higher, because they are less favorable, than the mean scores of the officers.

Thus, the results in Table 3 show that in their view meetings, consultations and discussions on barangay projects between members and officials seldom take place. This is the combined perception of the three groups of respondents. It is also their opinion that activities are infrequently undertaken by their barangays.

It would seem that, if the barangay is going to be active or not, it is our observation that where the leadership shows energy and dedication, there is also a corresponding increase in the activities of the barangay, as in the case of Kabayanihan and St. Scholastica barangays, both considered as model barangays.

With regard to our attempts to ascertain whether or not our respondents have been paying attention to or following the actual performance of their respective barangays, our findings reveal a high frequency of cognition and awareness. We may assume that when people follow or are aware of political and governmental affairs, it is a sign of involvement in civic and community affairs on their part. It may also be assumed that they are in some sense involved in the process by which decisions are made. As noted earlier however, it is the general view that meetings, consultations and discussions between officials and members are held infrequently. This would indicate that little opportunity is afforded the members to take an active part in the process by which decisions are made. It is the consensus that decisions are seldom made with the consent of community members. In the light of these findings, it is not surprising therefore that the members should feel a certain amount of disaffection with their leaders.

A point of significance revealed in Table 2 is that in spite of the rather critical stance they take of their officials' performance of their duties, very noticeable is the tendency among the barangay members to be evasive and not to be openly critical of the way their leaders are running the affairs of the barangay. The reluctance to commit themselves can be traced in part to the operation of such cultural values as "hiya" and "pakikisama" showing that these values are strong elements of the value system serving to regulate behavior. It could also be an indication of a lack of sense of freedom to communicate about politics.

As to their perception of the role they play in the national decision-making process, the general view of our respondents is that

Table 3. Frequencies and Measures of Central Tendency of
Barangay Officers' and Members' Responses to Questionnaire Items
About Awareness and Specific Knowledge of Barangay Activities

	1 Very often	2 Often	3 Seldom	4 Very seldom	5 Never	
	F	F	F	F	F	Mean
1. Barangay officers conduct meetings among members						
Officers	25	63	22	18	4	2.34
Members, 15-19	1	12	16	8	2	2.95
Members, 20-above	15	59	42	23	10	2.69
Total (Officers+Members)	41	134	80	49	16	2.58
2. Members of Council meet						
Officers	20	70	19	15	5	2.34
Members, 15-19	2	10	14	9	2	2.97
Members, 20-above	10	58	37	20	8	2.68
Total (Officers+Members)	32	118	70	44	15	2.57
3. Officers and members discuss and consult with one another on projects & activities						
Officers	13	61	27	14	4	2.34
Members, 15-19	3	10	19	5	2	2.82
Members, 20-above	7	53	48	23	12	2.86
Total (Officers+Members)	23	124	94	42	18	2.69
4. Officials send written notices (announcements to community members)						
Officers	21	66	24	14	6	2.37
Members, 15-19	2	13	12	4	7	2.03
Members, 20-above	10	54	52	21	14	2.83
Total (Officers+Members)	33	133	88	39	27	2.66
5. Decisions and activities made on the basis of voting of community members						
Officers	19	64	26	14	9	2.46
Members, 15-19	3	10	14	5	6	2.87
Members, 20-above	16	42	48	20	20	2.90
Total (Officers+Members)	38	116	88	39	35	2.73

Table 3 (Continued)

	1 Very often	2 Often	3 Seldom	4 Very seldom	5 Never	
	F	F	F	F	F	Mean
6. Activities being undertaken						
Officers	19	60	32	13	2	2.36
Members, 15-19	2	14	14	3	5	2.50
Members, 20-above	7	52	54	24	10	2.85
Total (Officers+Members)	28	126	100	40	17	2.65
7. Barangay's being able to solicit contributions from members for projects						
Officers	2	37	45	27	20	3.20
Members, 15-19	1	14	11	6	5	3.03
Members, 20-above	5	27	63	33	20	3.24
Total Officers+Members)	8	78	119	66	45	3.13
8. City or national officials communicating or visiting barangay						
Officers	9	40	45	26	12	2.94
Members, 15-19	2	12	10	5	7	3.08
Members, 20-above	2	21	63	39	20	3.37
Total (Officers+Members)	13	73	118	70	39	3.16
9. National or city officials (who are either residents or visits) leading the discussions during meetings						
Officers	4	39	49	18	18	3.02
Members, 15-19	1	8	11	7	7	3.32
Members, 20-above	7	24	52	30	22	3.27
Total (Officers+Members)	12	71	112	55	47	3.18

it is also quite insignificant. This is shown in our respondents' evaluation of the areas where the barangay is most effective and in their appraisal of the role and function of the barangay officials. A look at Table 4 shows that it is their view that the barangay is most effective in communicating to the people the plans and activities the President would like to be done and least effective in communicating to the President the request of barangay members. It is also their opinion that the barangay officials are least effective in making themselves felt in the decisions made by the President. It is pertinent to point out at this juncture, that since our survey of the barangays of the city, appropriate institutions have been created at different levels of government such as the Sangguniang Panglungsod in the cities. These structures are intended to serve as channels of communication with which to make the President aware of the views of the members of the barangay.

An area of agreement among our respondents which is of importance to our examination of barangay participation in terms of formulation of demands has to do with the types of projects the barangays prefer to undertake. We find them mainly involved either in supportive activities, i.e., activities sponsored by the city or national government or in activities arising from community-felt needs like road building, improvement of community facilities and the like. This is clearly seen in their response to question 14 of Table 2 which indicates that the three groups of respondents with a total mean score of 2.19 would rather get involved in community improvement projects rather than those that have to do with national issues. Thus, in the choice of projects to undertake, the barangay reveals its lack of desire to interfere and be a significant part of the national decision-making process.

That the activities of our informants are mainly related to their community needs and not demand-oriented in relation to the national decision-making process, is evident also in their choice of barangay activities that they would like to get involved in. Responses to question 5 of Table 4 show that while the younger members differed from the officers and the adult members, as they seem to be more interested in getting involved in national issues, the views of the two more community development-oriented groups prevailed, as revealed in our respondents' aggregate medians and rank order which show that three out of the first four projects ranked by our respondents, all pertain directly to community needs. This provides striking confirmation of our findings seen in Table 2 regarding our respondents' lack of interest in creating an impact in the national decision-

making process as shown in the types of projects they prefer to undertake.

In our respondents' readiness to give support to projects being sponsored by the barangays we can see operating once more the traditional concepts of "hiya" and "pakikisam." In spite of the fact that the members are rather critical of the way the officers are running the affairs of the barangay, these concepts seem to act as moral forces regulating behavior.

Table 4. Medians* and Composite Rank Orders for Officers' and Members' Responses to Questionnaire Items about Barangay Projects, Activities, Decisions

1. People can trust or expect barangay officials to operate best in the following:

Statements	Officers	Members (15-19)	Members 20-above	Total Officers & members	
	Median rank	Median rank	Median rank	Median rank	
a. In keeping and managing the finances & income of the barangay.	3.13 (3)	2.12 (2)	2.85 (3)	3.83	3
b. In making representations with city and national government officials	.60 (1)	2.18 (1)	.62 (1)	.58	1
c. In initiating self-help projects which the people would like to be undertaken	1.58 (2)	3.35 (3)	1.94 (2)	2.89	2
d. In making itself felt in decisions made by the president and other national officials concerning the welfare of the common man.	3.31 (4)	4.32 (4)	3.35 (4)	3.66	4
e. Other	—	—	—	—	—

*The median score represents the average of all the rank-values for one statement, per item. It was calculated on the basis of the frequencies relative to each rank. The rank-values were arbitrarily assigned to the various categories (e.g., 1 for most significant, 2 for second most significant, etc.) After calculating each median score which is also a rank-value, the entire set of statements was again ranked, with the lowest median score having the highest rank; and the highest median score was given the lowest rank. Since each statement is related to another in one item, the logical procedure was to rank the entire set of statements based on the median scores. These rank-values computed from the median may also be called "composite or weighted ranks."

The median was used in calculating the ranks because it is the appropriate measure applied to ranked data (Guilford, op. cit., p. 49).

2. In which of these areas is the barangay most effective?

	Officers	Members (15-19)	Members (20-above)	Total Officers & members	
Statements	Median rank	Median rank	Median rank	Median rank	
a. In communicating to the people the plans and activities the President would like to be done	1.75 (1)	1.68 (1)	1.91 (1)	1.82	1
b. In communicating to the people the plans and activities of the city government.	2.58 (3)	2.83 (2)	4.37 (2)	2.55	2
c. In communicating to the members what the barangay captain on his own and without any visible support of national and city officials would like to be done	2.14 (2)	3.25 (3)	4.38 (3)	2.94	3
d. In communicating to the President the requests of barangay members	4.25 (4)	4. 1 (4)	4.43 (4)	4.29	4
e. In communicating to the city the requests of barangay members	5.11 (5)	4.0 (5)	4.0 (5)	5.12	5
f. Other	—	—	—	—	—

3. In practice, the barangay undertakes chiefly the following projects

	Officers	Members (15-19)	Members (20-above)	Total Officers & members	
Statements	Median rank	Median rank	Median rank	Median rank	
a. Those authorized by the President and the national government	1.56 (1)	2.07 (2)	1.9 (1)	1.82	1
b. Those which barangay officials are interested about	3.16 (4)	2.96 (4)	2.87 (3)	2.97	4
c. Those which community members planned	1.85 (3)	2.08 (3)	3.84 (4)	2.42	3
d. Those which the President, the Mayor the barangay members generally considered favorable	1.68 (2)	1.69 (1)	2.07 (2)	2.04	2
e. Other	5.02 (5)	4.5 (5)	4.0 (5)	4.84	5

4. Most of the projects of the barangay originate from the following sources:

Statements	Officers	Members (15-19)	Members (20-above)	Total Officers & members	
	Median rank	Median rank	Median rank	Median rank	
a. Directions from national and city officials	1.73 (2)	2.11 (2)	2.08 (2)	2.04	2
b. Information gathered from the activities of neighboring barangays	3.35 (3)	3.0 (3)	3.32 (3)	3.35	3
c. Particularly felt needs and visible needs of the community itself like improved roads, sanitation etc.	.76 (1)	.62 (1)	.62 (1)	.68	1
d. Other	5.28 (4)	4.5 (4)	5.0 (4)	5.26	4

5. Likely to be of interest for barangay activity (in the degree of interest) are:

Statements	Officers	Members (15-19)	Members (20-above)	Total Officers & members	
	Median rank	Median rank	Median rank	Median rank	
a. Barangay fiesta	2.55 (2)	4.15 (5)	1.97 (2)	2.89	3
b. Cottage industries	3.40 (4)	3.29 (4)	3.2 (4)	3.31	4
c. Participation in the referendum	3.28 (3)	1.81 (1)	2.55 (3)	2.54	2
d. Water and electrical services	2.01 (1)	1.89 (2)	1.69 (1)	1.77	1
e. Making resolutions expressing either support for or objections to a policy of the national government	4.28 (5)	2.9 (3)	4.02 (5)	4.16	5
f. Other	—	—	—	—	—

6. The barangay relationship with the national government is best shown:

Statements	Officers	Members (15-19)	Members (20-above)	Total Officers & members	
	Median rank	Median rank	Median rank	Median rank	
a. In undertaking projects that the President desires	.78 (1)	2.45 (2)	.79 (1)	.75	1
b. In expressing kind words of sentiments					

for what the President is doing	1.85 (2)	1.70 (1)	1.74 (2)	1.78	2
c. In not saying or doing anything that the President does not want	2.64 (3)	2.78 (3)	2.72 (3)	2.70	3
d. In discussing merits and demerits of the President's decisions	2.83 (4)	2.79 (4)	4.49 (4)	3.36	4
e. In avoiding any contact beneficial or otherwise with the national government	5.18 (5)	5.1 (5)	4.87 (5)	5.05	5
f. Other	—	—	—	—	—

7. Barangay support for the decisions of the President can be shown:

	Officers	Members (15-19)	Members (20-above)	Total Officers & Members	
Statements	Median rank	Median rank	Median rank	Median rank	
a. In the results of the referendum	2.11 (1)	.57 (1)	2.39 (2)	.52	1
b. In the completion of projects demanded by the national government	2.19 (2)	2.05 (2)	2.29 (1)	2.24	2
c. In discussing the pros and cons of his decisions	3.10 (3)	2.97 (3)	2.95 (3)	2.99	3
d. In not doing anything contrary to government politics	4.30 (4)	4.3 (4)	4.34 (4)	4.32	4
e. In not doing anything at all about the national government	5.15 (5)	5.0 (5.5)	4.8 (5)	5.05	5
f. Other	5.40 (6)	5.0 (t.t)	5.0 (6)	5.06	6

8. The barangay and the city government should collaborate in:

	Officers	Members (15-19)	Members (20-above)	Total Officers & members	
Statements	Median rank	Median rank	Median rank	Median rank	
a. Completing the programs of the national government	1.74 (2)	2.0 (2)	1.8 (1)	1.94	1
b. Implementing the projects of the city government	1.99 (3)	2.22 (3)	1.98 (2)	2.00	2

	Officers	Members (15-19)	Members (20 above)	Total Officers & members	
Statements	Median rank	Median rank	Median rank	Median rank	
c. Realizing the projects that the barangay wanted to initiate in the first place	.6 (1)	1.94 (1)	2.41 (3)	2.38	3
d. Other	5.4 (4)	4.25 (4)	4.68 (4)	5.34	4

Thus to avoid experiencing a sense of guilt (hiya) and being censured by the community at large for failure to cooperate and be sociable, we find them quite willing to do their part in the implementation of the projects of their barangay when they are asked to do so by their leaders.

Indications of a great deal of consensus on democratic and basic democratic procedures surfaced as the respondents expressed their views on the appropriate process of arriving at barangay decisions. As a whole they affirmed that in making decisions the proper procedure to follow is for the officials to call for a meeting where the members can make decisions themselves through majority voting.

Significance and Implications of Findings to the City Government

Our findings reveal that the city has been quite successful in mobilizing the support of the various barangay communities of Baguio in the exercise of its functions and responsibilities specially in the implementation of city and national projects. Thus we find the city barangays turning out in full support of the majority of the city/national projects as the food production, cleanliness and beautification, peace and order and family planning campaigns of the city and national governments.

Aside from helping the city in the implementation of national programs and projects, the city has also assigned to the barangay a pivotal position in the development of the city. Citizen participation and involvement through the barangay in the making of decisions regarding barangay and city development issues are given importance in the city's development efforts. Mentioned earlier is the fact that that barangay is expected to undertake improvements in the community, in line with the general objectives of the city to decentralize and provide adequate social services at the barangay level.

As a whole, the respondents think that through the Association of the Barangay Councils, a fairly effective communication link-up between the city government and the barangay councils and vice-versa has been established. However, the objective of maximizing citizen participation in the various city and barangay development projects in accordance with the comprehensive development plan of the City could be realized more effectively if the barangay officials could provide more opportunities for members to participate and have some voice in barangay affairs. As stated earlier, it is the general view that consultations and discussions about barangay projects and activities are seldom held and decisions are seldom made with the consent of barangay members.

Our findings also show that when it comes to mobilizing support for community improvement projects, the barangay is not nearly as successful as in the case of city and national projects. The frequency of participation of the members is not nearly as high as that registered for most of the national projects. However, their readiness to give support to national projects should not be taken as a sign of total submission on their part, but perhaps a realization that these projects if implemented will serve their own interest.

On the other hand, the data also tend to confirm the observations made by the members of several barangays that generally the barangay constituents get together only in response to some directives coming from the city mayor enjoining them to give their support to various city/national projects. Pertinent to this finding is the perception of the barangay members and officers that city and national officials seldom visit, communicate, or attend barangay meetings. These findings define the continuing task of the city leadership in its attempt to transform the barangay organization of the city into more effective and viable political units making possible grassroots participation in community development efforts.

To encourage the barangays to be self-reliant communities, the city could take the initial steps to help them overcome the inertia resulting from age-old habits of excessive dependence on others. The city could help develop the abilities and skills of barangay officials in the performances of their tasks and roles. It could help increase the capabilities of barangay officials and leaders to plan for their community with the help of the City's technical planning staff.

As a first step to help barangay constituents to rely primarily on themselves, the city could organize and sponsor a series of intensive leadership seminars, which all barangay leaders and officials will be required to take. Another is to encourage two or more barangays

to undertake joint community improvement projects. These are some of the ways by which the city could increase the capabilities of the barangays helping them to maximize barangay resources, both human and material, with the least assistance from outside.

With regards to the matter of the finances of the barangays, the data reveal that both the barangay members and leaders are very much aware of the lack of available funds in the barangay. There is general agreement that the barangays do not have adequate funds to meet all the expenses for desirable improvements in the respective barangays without support from the city or national governments. It must be admitted that to a large extent the barangays still have to depend upon the cooperation of other levels of government.

While it is true that the lack of sufficient funds is a serious problem to be faced by the barangays, the examples provided by St. Scholastica and Kabayanihan barangays serve to illustrate what a determined and energetic leadership can do to galvanize a community into action making it possible for them to satisfy their own needs.

Significance and Implications of Findings to the National Government and National Leadership

The views of the three groups of respondents coincide, revealing the same pattern of support and capacity to empathize with the national leadership, its goals and programs. Thus, the findings in Table 3 reveal the officers' and members' willingness to give priority to and to undertake the projects that the President desires, to complete the programs of the national government and to write resolutions expressing support of government policies.

They seem to accept without resentment the fact that city projects undertaken by the barangays are results of directives from the President. They readily admit that the President and the National government have in the past asked the barangay to give its expressed support for national policies and programs. This would appear to be a clear indication of support for the President and the national government, as well as an acceptance of the role of the barangay as an implementor of national goals and policies.

The respondents do not only express readiness to give mere support, but manifest readiness for active and overt support for national/city policies. Although the barangays appear to be lagging behind in the implementation of at least three national policies, the data reveals that generally, it has mobilized the support of the

majority of the barangay constituents toward the successful implementation of the majority of the national/city projects.

We also find the respondents reporting a high frequency of participation in three other political participation activities. The high degree of participation indicated by our respondents in the national referendum is quite significant, since they consider it as a means of showing support or disapproval of the programs of the President and the national government.

Of importance to our study of the barangay and political modernization in the city are the findings on the perceptions of the respondents as to the role of the barangay, as well as their role in it. A comparison of the lists of categories of functions or roles found in Tables 5 and 6 reveal the rather nice fit between their perception of the actual role of the barangay and what they think it's role should be. Except for the youth members who seem to be aware of the potentialities of the barangay as an agency for national affairs, it appears that the respondents as a whole tend to look upon the

Table 5. Frequency and Percentage Distribution of Offices' and Members' Responses to Questionnaire Items about Perceived Role of Barangay

Role of Barangay as perceived	Officers		Members (15-19)		Members (20-above)		Total	
	F	%	F	%	F	%	F	%
1. Instrument for mass involvement in national affairs	5	2	3	6	6	4	14	11.03
2. A forum where people are consulted on important national issues	5	2	2	4	2	11	9	3.02
3. Instrument for implementing national projects	41	17	8	15	33	20	82	25.16
4. Agency for mobilizing support for national projects	34	14	5	10	28	18	67	20.13
5. Promote peace and order	20	8	6	11	28	18	54	16.11
6. Promote spirit of bayanihan	20	8	5	13	24	15	54	16.11
7. Serve as link between people and government	40	16	12	23	29	18	81	24.16
8. Promote goals of New Society	25	13	5	10	30	19	55	18.10
9. Promote welfare of barangays	41	17	6	11	40	25	87	26.17
TOTAL	231^a	99^b	52^a	100	220^a	99^b	503	99^b

^aFrequencies exceed the total number of respondents in this category because of multiple responses.

^bPercentages in this table are calculated on the basis of frequency of mention of barangay roles divided by the total number of response of the respondents of each category.

Table 6. Frequency and Percentage Distribution of Officer's and Members' Responses to Questionnaire Items about What Should be the Barangay's Role

What do you think should be the Barangay's role?	Officers		Members (15-19)		Members (20-above)		Total	
	F	%	F	%	F	%	F	%
1. Instrument for mass involvement in national affairs	8	4	12	16	2	1	22	4
2. A forum where people are consulted on important national issues	3	2	10	13	5	3	18	3
3. Instrument for implementing national projects	33	17	12	16	45	31	90	18
4. Agency for mobilizing support for national projects	20	10	6	8	30	13	56	12
5. Promote peace and order	20	10	6	8	15	13	41	8
6. Promote spirit of bayanihan	20	10	5	6	14	7	39	9
7. Serve as link between the people and government	34	18	12	16	46	21	92	19
8. Promote goals of New Society	20	8	6	16	15	5	41	8
9. Promote welfare of barangay members through development of community projects	40	21	7	10	44	21	91	19
	198	100	76	99 ^a	216	98 ^a	400	100

^aPercentages do not add up to 100 due to rounding.

barangay primarily as an agency for community development and improvement and as an instrument for mobilizing support and implementing national projects.

Of significance is their weak perception of the purpose for which the barangay was created as expressed by President Marcos.¹⁸ As conceived, it was meant to be a vehicle for citizen participation in government affairs and as a reliable unit of political consultation making possible the shaping of national decisions that bear the stamp of approval of the masses.

More encouraging is the view of the members of their role in the barangay. Their sense of obligation to participate in barangay activities is quite evident as well as their awareness of the right to participate in the process by which decisions are made in the community. The respondents as a whole stressed the activist role of the self, emphasizing direct involvement in barangay affairs by attending its meetings, taking part in all its activities including the process of making decisions. Although this is only an expression of the ideal on

their part and not a description of what they are actually doing, there is however an indication that a great deal of consensus exists among our respondents on democratic ideals and basic democratic practices.

Having summarized the significance and implications of our findings in relation to the barangay, the city and the national governments and leadership, we are now ready to generalize and to present our conclusions.

1. Barangay participation is mainly manifested in the readiness to give support to the political system through active and overt support to the goals and policies pursued by the national leadership. Our findings reveal that the activities of our respondents are mainly supportive of national goals and policies and very little attempt is made to become active participants in that aspect of the political input process by which political decisions are made. Thus, we find them mainly involved in activities that are being promoted or sponsored by the city and national governments.

Active and overt support for national goals and policies is seen in the barangay's successful implementation of the majority of such city/national projects as food production, peace and order, family planning, cleanliness and beautification. Although the latter project has always been considered part of the efforts of the city to provide a healthful and beautiful environment for its citizens, there is evidence that the city was lagging behind in its implementation until the launching of a nation-wide campaign for cleanliness and beautification in 1973. The high degree and extent of participation reported by our respondents in two other kinds of political participation activities examined, namely, participation in the national referendum and the giving of financial contributions to help develop barangay projects, is another open manifestation of their active support of the goals and policies of the national leadership.

2. The activities of the barangay are mainly supportive and not demand-oriented since it merely formulates activities related to its community needs, and does not attempt to affect significantly the decision-making process. The validity of this statement is clearly seen in the kind of activities and projects the members and officials actually undertake. Aside from being involved in activities that are being promoted or sponsored by the city/national governments we find them also involved, although to a lesser degree and extent, in barangay-initiated projects, arising from visible needs of the community. Thus, they appear to be more interested in community improvement projects like road-building, sanitation and the like, than in

having anything to do with any activity that would involve making a stand on broad national issues, whether foreign or local. Hence, it can be said that their activities are mainly supportive and not demand-oriented since in the choice of projects and activities to undertake, the barangay reveals its lack of desire to interfere in or be a significant part of the national decision-making process.

3. Members of the barangay tend to be oriented to both the output as well as the input aspects of the political system, although their input orientation is mainly confined to inputs of support and hardly to inputs of demand. The empirical data on the nature of our respondents' orientations and political participation activities clearly support the validity of this conclusion. We find among our respondents a high frequency of orientation towards the output aspect or authoritative policies and decisions formulated by the national leadership. They have a clear perception of the actual role of the barangay as an implementor of national goals and policies. Moreover, they seem to accept without resentment the fact that city projects which they are being asked to implement can be traced to the national government and the President. There is also recognition and acceptance of the fact that the President and the national government have in the past asked the barangay to give its expressed support for national policies and programs.

With regard to their participation in the input process, as stated previously, we find our informants mainly involved in supportive activities or activities that are being sponsored by the city and national governments, and in activities arising from community felt needs. No attempt is made to create an impact in the national decision-making process as their demands can be mainly related to community needs.

Further indication that barangay activities are on the whole mainly supportive rather than demand-oriented is reflected in their perception of the areas where the barangay is least effective and in their appraisal of the role and functions of barangay officials. It is their view that the barangay members, while making themselves felt in decisions made by the President was one of the last one where the officers can be expected to operate best. These findings therefore confirm the fact that the barangay is primarily involved in inputs of support rather than in the inputs of demand of the political system.

Since our respondents are mainly involved in supportive activities and no significant effort is made to participate in that aspect of the input process which has to do with the making of decisions, we can say therefore of our respondents that although they are both

oriented to the output and the input aspects of the political system, their input orientation is confined mainly to one aspect, the supportive aspect of the political system.

Thus, on the whole, it may be asserted that the barangay is an effective instrument for mobilizing citizen participation. It is an institution that is performing the function of organizing the mass of population for participation or involvement in national politics, facilitating the process of modernization.

Our study reveals that the mode of political participation manifested in the barangay is primarily psychological for at this point in time, it offers little opportunity for the ordinary citizen to take part in the national decision-making process to any significant extent. However, it is pertinent to point out that authoritarianism, such as what we are having under martial law, is not incompatible with political modernization which is at times identified with democracy.

In many developing countries, the need to first carry out the type of reforms so basic to the creation of a modern nation-state, and the need to first bring about discipline, bureaucratization of government, and national political awareness make authoritarian rule imperative.

However, although it may be true that during the first stages of modernization, authoritarian rule may facilitate the building of the infrastructure of modernity, the very success of the reform instituted in this manner may push the society to a new stage of development, making the establishment of democratic processes necessary and vital to the process of modernization. For not only does modernization entail the creation of a participant society, but there is also the practical necessity of harnessing the energies of the populace for the difficult task of nation-building. There is therefore clearly a need for an effective institution for more political participation, not only of the psychological type, but of the substantial type as well — an institution where the ordinary citizen can take the initiative and be able to influence public policy.

There is sufficient evidence that the barangay can potentially be such an institution. In the first place, it has been demonstrated in this study that democratic conceptions are not deficient in these local communities. Given a chance, the barangay constituents would like to take a more active part in the affairs of their community, to be more aware of how decisions are made and to make their views known. While it is true that the barangay is still lacking in national purpose, there appears to be an eagerness to take some part in the formation of decisions, at least at the barangay level. As noted in the