

Leadership Matters in MBN Implementation: Highlights of Case Studies

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Leadership studies focusing on the dynamics involved in leader-citizen relations have been sparse. In the context of implementing the Minimum Basic Needs (MBN) Approach, several recently concluded case studies have been integrated to document the dynamics involved in the barangay captains' advocacy of the Approach in their respective localities. In the process, profiles of successful local leaders have been synthesized along with the factors that enable or hinder the successful implementation of the MBN Approach. Learnings from the case studies have also been culled, from which recommendations have been drawn.

Background

The study of leadership remains to be one of the continuing concerns in academic discourse and in the practice of public administration. A survey of the literature reveals the dearth of materials on the dynamics involved in leader-citizen relations. This has been underscored since the main focus of previous studies is on the administrative-organizational context under which leaders operate.

This study highlights the role of the barangay captains as they interface with citizens in the context of the implementation of the Minimum Basic Needs (MBN) approach embodied in the Social Reform Agenda (SRA). MBN provides a management technology that capitalizes on the importance of the interaction of local executives, particularly the barangay captains, with community residents. MBN is an opportunity to demonstrate leader-citizen interaction as local leaders are presumably provided with adequate orientation and preparation for this interaction, a requirement in realizing the convergence policy. Since the technology departs from the sectoral and top-down mode of managing development programs, MBN can propel barangay captains to operate in a concerted manner with people's organizations (PO), nongovernment organizations (NGOs) and other representatives of government.

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This paper drew from the case reports written by Victoria A. Bautista (Pantig), Rosa R. Cordero (Sto. Niño), Eleanor E. Nicolas (Sebaca and Balubohan), Pamela Therese G. Oppus (Cabitan), and Eden V. Santiago (Casoroy).

The key strategies in the MBN include: (1) convergence—an approach which harnesses the team effort of government with representatives from civil society as the basic needs of target families in the community are met; (2) community-based approach—a strategy of motivating communities to operate as organized groups in local development activities; (3) minimum basic needs—the approach which focuses on needs for survival, security and other requirements to enable the attainment of the first two; (4) setting up community-based information system (CBIS)—the approach of ensuring that data are collected, processed, analyzed and made available not only for the decisionmaking concerns of development offices of government and NGOs but also of the community; (5) focused targeting—the approach of prioritizing the most needy members of the barangay based on MBN indicators; (6) social mobilization—the process of steering various groups to support the MBN technology; (7) capability building—the process of providing technical preparation among implementors of the MBN approach and (8) enhancing financial management—the process of ensuring that local chief executives tap additional resources in order to support priority projects in MBN and lessening dependence on internal revenue allotments.

In steering MBN at the barangay level, SRA works through the Comprehensive and Integrated Delivery of Social Services (CIDSS) by deploying its paid workers to mobilize target barangays, with the Department of Social Welfare and Development (DSWD) serving as its champion. Nevertheless, other institutions, like the Department of the Interior and Local Government (DILG), being the flagship institution of SRA for institution building at the local government level, can also assume the responsibility of mobilization in other areas as well as serve as the key institution for localization.

Some of the key factors in the study include: the role of barangay captains in the localization of MBN and realizing interface in the different phases of the management of MBN (in situation analysis, planning, implementation, monitoring/evaluation or SAPIME), the qualities of barangay captains considered important in facilitating this interface as perceived by people's organizations, the factors facilitating/impeding this interface and the impact of leadership in MBN to the community.

The basic approach in the conduct of the research is the comparative case study. Five barangays representing Luzon, Visayas and Mindanao are focused on to depict the dynamics involved in leadership as the MBN technology is applied in successful areas. A comparison barangay has been selected to demonstrate the reasons for failing to sustain MBN efforts in the locality.

Four of the five model barangays had been identified from municipalities selected by the Department of the Interior and Local Government (DILG)-Local Government Academy as I SERVE MBN (or Innovative Service Response of Vibrant and Empowered Municipalities to Basic Needs) areas. These barangays are based in Luzon (Cabitan in Mandaon, Masbate), Visayas (Casoroy in San Julian, Eastern Samar) and Mindanao (Sebaca and Balubohan of Rizal in Zamboanga del Norte). The

fifth barangay (Sto. Niño of Naujan in Mindoro Oriental) is based in Luzon, a *Galing Pook* awardee for its MBN intervention.

The experience of the sixth barangay is also discussed to find out the reasons for the difficulty in sustaining MBN in the locality. This is Pantig (not the real name) and is based in a city.

Interviews of key informants and the gathering of secondary data served as the sources of information in the preparation of the cases.

A major limitation of the study is its focus on a control barangay from a city. This choice was made because of the manner in which MBN was introduced into the barangay, which spelled a difference in sustaining the approach in the area. Furthermore, while the focus of the study is on interface of government and POs/NGOs, this report highlights the perspective of barangay captains in initiating this interface. Then there is also the problem of lack of data on Work and Financial Management to depict comparative assessment over time. Thus, qualitative data from key informant interviews have been utilized to enrich the available primary data and information.

The Context

The following parts compare the different areas covered in the study, the processes applied to introduce MBN and the role of the barangay captain in implementing MBN.

Areas Covered

Barangay Casoroy. Barangay Casoroy is one of the three pilot barangays in the municipality of San Julian in Eastern Samar covered by CIDSS. San Julian was chosen as an I SERVE MBN area by its SRA-MBN Technical Working Group (TWG). Casoroy is a small-sized barangay with 238.28 hectares, occupying 2.06% of the municipality's total area. It has a population of 1,062 as of 1995 or with a population density of 4.5 per hectare. This is made up of agricultural lands (97%). The barangay does not have a barangay health station and only has a multipurpose hall, fronting the basketball court.

Two Barangays from Rizal in Zamboanga del Norte. In Mindanao, two barangays from Rizal in Zamboanga del Norte had been identified as I SERVE MBN model areas as determined by the MTWG. These barangays are Sebaca and Balubohan, both coastal barangays with families engaged in fishing for the most part.

Sebaca is 16 kilometers from the town proper. Its land area is about 600 hectares and has a rolling topography. It has a total population of 895 in 1990, increasing to 1,000 settlers to the present.

Balubohan has a land area of 312.68 hectares and a total population of 700. It was one of the two barangays chosen as priority areas in CIDSS because of the alarming number of cases of unemployment and severe malnutrition.

Both barangays have low population density of two persons per hectare.

Barangay Cabitan. Barangay Cabitan is located in Mandaon, Masbate. Masbate is in the top 20 priority provinces targeted by the Social Reform Agenda and a convergence area for the Fourth Country Program for Children. Barangay Cabitan is in central Mandaon and about 12 kms. from the poblacion. It covers 1,034 hectares with a population density of three per hectare. Like Casoroy, Cabitan is mainly an agricultural community. Many amenities are located in the barangay such as the Barangay Health Station, day care center, market, rice and corn mill, elementary school, high school and agricultural state college.

Barangay Sto. Niño. Barangay Sto. Niño is situated in Naujan, the first municipality recipient in Oriental Mindoro of the *Galing Pook Award*. Naujan's entry, the *Lingap Tanaw* Program, actually hinged on the application of the MBN approach and was a favorite destination of *labbay aral*¹ groups numbering at least 20 in 1998. Naujan distinguished itself for having spearheaded the program without any support from the national government. The barangay served as the pilot site for MBN in spite of the fact that its mayor lost here in the 1995 polls. It is located 23 kilometers west of the poblacion and accessed by 15 public utility jeepneys and four tricycles. It has seven sitios with a total population of 1,255 based on the June 1996 MBN survey. With 872.89 hectares, the population density is quite low averaging 1.43 per hectare in 1995. Local amenities in the barangay include a public elementary school, a multipurpose center and a newly constructed barangay market. It has no electricity and a day care center yet.

Barangay Pantig. Pantig was one of the areas targeted by the DSWD for its Social Welfare and Indicator System (SWDIS) in 1994 until the MBN approach was introduced in 1996. Established in 25 priority provinces, SWDIS was an integrated data system for monitoring the changes in the quality of life of the economically and socially disadvantaged population. These provinces were targeted for poverty alleviation and countryside development and jointly identified by the Presidential Council for Countryside Development and the Presidential Commission to Fight Poverty. Barangay Pantig was chosen as a target site by the Regional Office because of the huge number of families whose average monthly income fell below the poverty threshold of ₱4,735. These families constituted 91.7 percent in 1990. Barangay Pantig is situated in one of the biggest cities in the country. The city's total population of poor people equals that of the Cordilleras.

The barangay has a total land area of .6478 square kilometers with a total population of 19,433 in 1995, based on National Statistics Office data. Population density is 32,706 per square kilometer while the average for the entire city is only 10,000. Translated to hectares, this is 11,567 inhabitants to one hectare. Poverty in the area is indicated by 40 percent being unemployed with 51.4 percent of family heads earning P3,000 or less. Available amenities in the barangay before the installation of the MBN information system include two public elementary schools, a health center, a barangay hall and five day care centers. Eight neighborhood association have also existed prior to the CBIS.

Comparison of the Barangays. Among the six barangays, majority is based in a rural place with low population density per hectare. The barangay with the lowest population density is Sto. Niño of Naujan with 1.43 to 1 hectare. The barangay with the biggest population density is Casoroy with 4.5, with the rest of the five falling in between.

The most atypical is Pantig with a very high population density (11,433:1 hectare) since it is based in an urban area and basically a squatter colony.

Most of the occupation of the residents of the rural barangays is agriculture, mainly farming for Casoroy, Cabitan and Sto. Niño. Coastal areas like Sebaca and Balubohan, both from Rizal, Zamboanga del Norte have families primarily engaged in fishing.

In Pantig, most of the residents are engaged in service occupation—painter, driver, dressmaker, machinist, etc. However, 40 percent of the people in the labor force are unemployed.

MBN was introduced into the barangays through the initiative of the national office of the DSWD as the flagship champion of CIDSS. This was the case with Casoroy and Balubohan. Pantig was also introduced to MBN through DSWD, in its Social Welfare and Indicator System Project (SWDIS), a forerunner of the MBN indicator system (but lacking in the other strategies introduced in the MBN approach). MBN was only introduced in full in the last year of the term of the barangay captain.

In Sebaca and Sto. Niño, MBN was introduced by their respective municipalities. This initiative reaped for the municipality of the latter, the Galing Pook Award.

In the case of Cabitan of Masbate, the identification of the province as a convergence area of SRA and a target site for the Fourth Country Program for Children led to endorsement by the municipality to target this barangay. MBN was introduced through the initiative of the Department of the Interior and Local Government with the assistance of a nongovernment organization to undertake the mobilization process. See Table 1.

Table 1. Basic Features of the Case Barangays

<i>Features</i>	<i>Casoroy</i>	<i>Sebaca</i>	<i>Balubohan</i>	<i>Cabitan</i>	<i>Sto. Niño</i>	<i>Pantig</i>
Municipal, Provincial Base	San Julian Eastern Samar (Visayas)	Rizal Zamboanga del Norte (Mindanao)	Rizal Zamboanga del Norte (Mindanao)	Mandaon, Masbate (Luzon)	Naujan, Mindoro Oriental (Luzon)	A big city (Luzon)
Land Area (in hectares)	238.2	600	312	1,034	872.9	1.68
Population	1,062 (1995)	1,000 (1998)	700 (1998)	3,049 (1997)	1,255 (1996)	19,433 (1990)
Population Density	4.5/ha.	1.7/ha.	2.2/ha	2.9/ha.	1.43/ha.	11,567/ha.
Occupation	Farming	Fishing	Fishing	Farming	Farming	Service workers with 40% unemployed
Introduction to MBN	CIDSS	Municipal initiative	CIDSS	SRA convergence area and as 4th Country Program for Children target area	Municipal initiative	DSWD pilot area for its Social Welfare and Dev't. Indicator System (SWDIS)

The Process of Introducing MBN in the Municipality and Barangay

Barangay Casoroy. Declaration of San Julian as a pilot area of CIDSS led to the creation of the Municipal Technical Working Group (MTWG) by the Mayor, although the active chairperson of the group was the Vice Mayor. The Vice Mayor's appointment paved the way for legislation in the area in support of MBN. The members of the TWG included the Municipal Planning and Development Coordinator (MPDC), Social Welfare Officer (SWO), Municipal Health Officer (MHO), Municipal Agricultural Officer (MAO), District Supervisor from the Department of Education, Culture and Sports (DECS), Municipal Local Government Operations Officer (MLGOO) and Barangay Local Government Operations Officer (BLGOO). The participants were trained by the Provincial Technical Working Group. Advocacy for the barangays included participants like barangay health workers, barangay nutrition scholars, barangay officials, the Sangguniang Kabataan and representatives from POs.

The CIDSS worker had a role to play in the preparation of the community for MBN through the conduct of a barangay assembly, dialogues, and visitation. Working committees were formulated as a result such as the livelihood, health and sanitation, education, infrastructure, supplemental feeding and day care parents committee.

Two Barangays in Rizal, Zamboanga del Norte. Rizal was initially introduced to MBN through the Integrated Approach to Local Development Management Program (IALDM) as early as 1994, upon the mobilization effort of the DILG. This was

further reinforced by the issuance of an executive order by its mayor adopting the policy of convergence on 10 May 1996. Among the critical features of this directive are the formation of an SRA-Integrated Resource Development Program as a strategy to pool resources to support SRA-MBN; the identification of two barangays as priority areas (which includes Balubohan); and the creation of a Municipal Sustainable Development Office (MSDO) to serve as the lead office in coordinating, monitoring, providing technical assistance and developing innovative projects for the municipality. The MSDO was assisted by a technical team composed of representatives from health, agriculture, planning and development office, agrarian reform, social welfare and the DILG. Its activities were overseen by a Social Reform Council headed by the mayor, with representatives from various heads of offices.

Setting the tone for MBN was the conduct of orientation seminar for the Municipal Technical Working Group actively chaired by the head of the Municipal Social Welfare Development Office, who also served as the Municipal Sustainable Development Officer. The MTWG in turn, advocated the MBN Approach to the members of the sangguniang bayan, heads of departments and offices, heads of NGOs and POs, and other sectors. The MTWG also conducted a series of information drives, community assemblies and dialogues and the formation of barangay core groups called KUSOG in the 22 barangays in Rizal. KUSOG is an acronym for Knights of a United Service Oriented Group with no less than 20 volunteers in each barangay.

The MTWG made an effort to translate the MBN Form into the local dialect to make it easily understood. To prepare the volunteers for the actual conduct of MBN survey, community volunteers were exposed to a two-day orientation in April and May 1996. This was conducted in a total of four clusters of barangays. In other words, the MBN survey was a municipal-wide undertaking. The data obtained in the survey became the basis for identifying two barangays as priority areas for CIDSS support.

In 1997, the municipal government initiated the grant of SRA Award for Outstanding Barangay, Outstanding Local Chief Executive and the Best SRA project. Prizes came from Congressman Jalosjos and the mayor in the amount of P150,000 for the first prize, P100,00 for the second prize and P75,000 for the third prize. In spite of the fact that these two political leaders are absentee chief executives (the congressman is in jail for criminal charges, while the mayor is holding office "in hiding"), Rizal is still actively involved in the implementation of MBN.

Initiatives for mobilization of MBN at the barangay level were carried out by the barangay captains of Sebaca and Balubohan. From Sebaca, a big delegation (30 in all) attended the orientation conducted by the MTWG. In fact, it was in Sebaca where the coastal areas got orientation on MBN. The participants were the barangay officials, barangay nutrition scholars, purok presidents, sangguniang kabataan chairman, barangay health workers, presidents of the women's association and head principal/head teachers/school coordinators. Two MBN surveys were conducted in Sebaca.

In Balubohan, the mechanics for introducing MBN were different since it began as a CIDSS barangay. It was a CIDSS worker who paid a visit to the barangay captain and other officials on 14 June 1996. Afterwards, a general assembly was called to explain why the barangay was chosen along with the CIDSS thrusts. The CIDSS worker was extended support by the MTWG, including the chair. Separate orientations were conducted for volunteer workers (with ten volunteers per purok) ten days after the barangay assembly. Each of the four puroks had a barangay official who took charge in overseeing the survey. Barangay officials, teachers, PO leaders and volunteers took part in administering the survey. Overall, the CIDSS worker supervised their work.

Two cycles of MBN were implemented in this barangay.

Barangay Cabitan. Cabitan is not a CIDSS area like Casoroy and Balubohan. Nevertheless, commitment to MBN was expressed by the provincial governor who participated in various orientation programs on MBN. This was conducted by the Local Government Academy in 1994 through its Country Program for Children IV in its Integrated Approach to Local Development Management (IALDM) Project. A year after, these efforts were reinforced by Presidential Commission to Fight Poverty and the Associated Resources for Management and Development (ARMDEV) through the nationwide SRA Trainers' Training efforts. ARMDEV is a nongovernment organization that was tapped to assist in the IALDM capability-building activities by the DILG.

Advocacy for MBN by the provincial governor was manifested in the issuance of an executive order adopting the MBN approach and institutionalizing the organization of MBN teams in all barangays.

DILG played a critical role in the preparation of municipal TWG chair (the MAO) and members (i.e., the Local Government Operations Officer, Social Welfare Officer, Municipal Planning and Development Coordinator, Municipal Health Officer) after the governor introduced the approach to mayors and sanggunian bayan members. Cabitan was chosen by Mandaon's MTWG as a success story in MBN for many reasons: the barangay imbibed the MBN approach as indicated by the local counterpart provided to address priority needs with hardly any support from the national government; the barangay captain was acknowledged for his role in enhancing team effort to respond to unmet MBNs; and the community members had high regard for the barangay captain as a leader.

Introduction of MBN in the barangay took place through the initiative of the mayor of Mandaon when he called for a two-day training session on the MBN approach, but mainly highlighting the installation of the information system. While initial resistance was manifested by the barangay captains and other municipal government functionaries (i.e., sangguniang bayan members), the mayor was persistent. Since there was no funding for MBN, the mayor allocated the amount of P300 per week for each community volunteer monitor's (CVM) training. CVMs were constituted by BHWs, kagawads, and purok leaders numbering 14 in all for Cabitan.

Three cycles on MBN data collection had been completed in Cabitan.

Sto. Niño. The introduction of MBN in Sto. Niño was inspired by the leadership of the mayor who was motivated to implement the MBN technology after having attended the Local Administration and Development Program in 1996 at the U.P. College of Public Administration. Sto. Niño was one of the ten pilot barangays initially introduced to MBN after Naujan's technical staff were sent to model areas for MBN implementation. A municipal Sangguniang Bayan resolution was passed on 17 May 1996 declaring the adoption of MBN approach to poverty alleviation. Orientation programs were conducted by the MTWG where barangay captains were asked to prepare reentry plans to implement MBN.

In Sto. Niño, the barangay captain lost no time in advocating MBN as he called the barangay officials to a meeting a day after he completed his own orientation. He consequently highlighted the role of citizen participation in setting up the community based information system. A barangay assembly was convened by each official for the purpose of advocacy and orientation, with the MTWG and the barangay captain serving as resource persons. While resistance was manifested initially by the residents, the resource speakers from the MTWG persisted. The assembly was the occasion for soliciting volunteers to participate in the capability-building activities and to help in installing the CBIS. A total of thirteen volunteers was recruited and each was assigned to about 18-19 families for a total of 238. The first data-gathering activities took place in June 1996 and were undertaken for 14 days.

Pantig. Advocacy for SWDIS differed from MBN Approach since the primary objective was to set up the information system as a tool for planning. This rested on the Planning Officer. The integration of the MBN Approach in the area came later and was close to the end of the term of the barangay captain in 1997. Thus, the indicators in the information system grew from 29 (first cycle), 30 (second to third cycles) and 33 indicators (fourth and fifth cycles). An orientation on MBN approach was only conducted for one day by the Regional Planning Officer of DSWD. Instead of emphasizing community preparation and organization, focused targeting and convergence, the orientation mainly highlighted the importance of how to tabulate and analyze the MBN data. The Planning Officer conceded that her preparation for community organizing was weak being an engineering graduate.

Comparison and Integrative Analysis

Role of the Mobilizer. It can be seen that the introduction of the MBN technology necessitated the role of a chief mobilizer for the barangay. In CIDSS areas, this role was undertaken chiefly by the CIDSS Development Worker. This was the case with Casoroy and Balubohan.

In the areas not covered by the CIDSS intervention, the mayor played a critical role as documented in the experience of Cabitan and Sto. Niño. However, between Cabitan and Sto. Niño, provincial support was given to the municipality of Mandaon where Cabitan is based. Mandaon had the benefit of being mobilized by an external team led by the Department of the Interior and Local Government (DILG), its nongovernment organization partner (Associated Resources for Management and Development or ARMDEV), the Presidential Commission to Fight Poverty (PCFP) and the members of the provincial technical working group. Being chosen as the target area for the Fourth Country Program for Children where the forerunner of MBN Approach was implemented (the Integrated Approach to Local Development Management or IALDM), Cabitan was mobilized by external agents. In Sto. Niño, the mayor made the initiative in introducing the technology in his municipality even if his area was not targeted for MBN. He was inspired by the potential it offered after being introduced to the methodology when he attended a training program for local administrators at the U.P. College of Public Administration. For this initiative, he earned a Galing Pook Award.

In Sebaca, while the mayor initiated MBN in the municipality, the advocacy was assumed by the Municipal Social Welfare and Development Officer (MSWDO). The MSWDO also served as the Coordinator of the Municipal Sustainable Development Office which was in charge of introducing and monitoring the implementation of innovative development projects. In spite of the fact that the mayor was imprisoned for a criminal case, his commitment to this task has been unrelenting.

It was only in Pantig where the Regional Planning Officer of the DSWD served as the chief advocate in the barangay for both SWDIS and MBN Approach. In the other barangays, the regional or provincial workers channeled their advocacies through the municipal government.

Creation of an Interagency Body. An important feature in the advocacy of MBN in the case barangays, with the exception of Pantig, was the creation of an interagency structure in the municipality which provided technical work in the mobilization of these barangays. The basic concept of MBN, which is to harness the convergent effort of the experts from the various sectors, had been upheld in these areas. The usual representatives indicated in the MBN Primer were present in these municipalities. These were the Municipal Planning and Development Coordinator (MPDC), Municipal Social Welfare Development Officer (MSWDO), Municipal Health Officer (MHO), Municipal Agricultural Officer (MAO), Municipal Agrarian Reform Officer (MARO) and Municipal Local Government Operations Officer (MLGOO). One interagency body was chaired by the mayor (Naujan in Oriental Mindoro for Sto. Niño) and another one was chaired by the vice mayor (San Julian in Eastern Samar for Casoroy). In three areas, the technical personnel served as the chair (such as the MSWDO for the MTWG of Rizal in Zamboanga del Norte and the Municipal Agricultural Officer in Naujan and Cabitan).

Apart from these representatives, it is noticeable that San Julian in Eastern Samar harnessed the participation of the Department of Education, Culture and Sports (DECS) District Supervisor.

Naujan of Oriental Mindoro had the most extensive involvement from other sectors as a representative from an NGO also sat in the MTWG, including two public health nurses (PHNs) and two representatives from the sangguniang bayan.

The case of Pantig is atypical since the Regional Planning Officer played a unilateral role in advocacy of SWDIS, and later, the MBN approach.

Localization Efforts of the Municipality. Localization efforts of the municipality were manifested in various ways. Common signals to indicate the posture of the municipality regarding MBN was the passage of a local legislation. In addition, incentives were extended to motivate barangay implementors to support the approach such as for instance, allocating P300 per community volunteer monitor (CVM) per week for two CVMs per barangay in Mandaon. This, in turn, benefited Cabitan. In the case of the two barangays from Rizal in Zamboanga del Norte, extending yearly awards for exemplary performance in MBN was initiated by the MTWG. MBN was seriously pursued since the accomplishments of the barangays were assessed annually. These served as the bases for extending the award. In Naujan, Mindoro Oriental, exemplary performance in MBN was also recognized by giving an award to the most outstanding barangay.

Sanctions were also imposed by some areas for noncompliance with the implementation of MBN. In San Julian of Eastern Samar, the honoraria of barangay officials were withheld if they were not able to submit MBN data.

Some requirements were also stipulated by the MTWG to implement MBN at the barangay level. In Rizal, Zamboanga del Norte, barangay core groups (labelled as KUSOG or Knights of a United Service Oriented Group composed of 20 volunteers per barangay) were expected to be formed.

Participants in the Orientation for the Barangay. One of the first steps to directly link with the locality was to call for participants in the capability-building program initiated by the MTWG, or the Regional Planning and Development Officer, in the case of Pantig.

In most barangays (Casoroy, Sebaca, Balubohan, Cabitan and Pantig), participants were mainly the barangay officials; the volunteer workers such as the Barangay Health Workers (BHWs), Barangay Nutrition Scholars (BNSs); and people's organization (PO) representatives. In Sebaca and Balubohan of Rizal, teachers were even included.

Community assemblies were conducted in Casoroy, Sebaca and Balubohan following the orientation. In Balubohan, ten volunteer workers per purok were included in the orientation. It was only in Pantig where a re-echo to the community was not undertaken. Thus, interviews with other community leaders revealed lack of appreciation and understanding of MBN in Pantig.

In Sto. Niño only the barangay captains were included in the advocacy. In Cabitan,, barangay captains were called by the mayor, then followed by a training on MBN where the other officials participated. However, the captains from these two barangays re-echoed this perspective to their respective constituencies, through a barangay assembly. In Sto. Niño, an intensive orientation for Community Volunteer Monitors was also conducted.

MBN Data Collection. The most number of cycles for MBN data collection was experienced by Pantig as it was introduced to MBN since 1994 when the Social Welfare and Development Indicator System was the mode of implementation. It had only 29 indicators then. The second two cycles had 30 indicators until MBN Approach was introduced and had 33 indicators in 1996 with two cycles of implementation.

Cabitan in Mandaon already had three cycles. All the rest had two cycles of MBN data gathering. See Table 2.

Leadership Initiatives

Barangay captains who have commitment to the MBN Approach assume a role in interfacing the technology in the barangay government. Furthermore, ensuring that community members take part in the management process hinges on the opportunity extended to people's organizations. As the chief executive in the locality, barangay captains have manifested this commitment in various ways. These are accounted in the experiences of the following barangays.

Casoroy. In Casoroy, leadership commitment for MBN played a critical role in the interface of the technology in the SAPIME cycle. The barangay captain occasionally accompanied the Community Volunteer Monitors as they gathered information on the condition of the family. In the planning cycle, his commitment to MBN was felt by following up releases of funds to support projects responding to unmet MBNs. When he was a *kagawad* (councilor), he also showed concern to implement MBN projects by soliciting materials to be used for the construction of toilet bowls.

The captain, together with the leaders, enabled the interface of people's organizations especially in planning and implementation phases. For instance, a Barangay Water and Sanitation Association was involved in the annual barangay development and investment planning. A church-based organization (Sta. Iglesia Association) was represented in Barangay Development Council (BDC) meetings by

its president. It donated funds to put up water stations. There was also an organization of farmers and fisherfolk in Casoroy that was actively represented by its president in BDC meetings.

Sebaca. In Sebaca, the barangay captain participated in gathering information and solicited the support of the teachers in analyzing the data they gathered. The first MBN survey in the area was conducted in August 1996. Consolidation of the data was done by purok and completed by September 1996. The MBN data were presented by the barangay captain before a barangay assembly. In the first year, the barangay was given a *kalabasa*² award for not performing well and motivated the captain to do some more for MBN. The *Kapitana* (lady barangay captain) resolved to perform better since her barangay got the *kalabasa*. Her initiatives included: one-on-one visits of households with low MBNs. She also mobilized officers and leaders of POs and sectoral organizations to support MBN. One of her achievements was the activation of the puroks in her barangay. These were dormant in earlier years. She personally sought the assistance of the higher level offices (such as the Municipal Health Office, Local Government Operations Office and the Office of Congressman Jalosjos) to augment their resources. The barangay won first prize for its MBN accomplishments in 1997.

Balubohan. The style of the barangay captain in Balubohan was different from that of Sebaca. Instead of a person-to-person approach, he called for a regular meeting of the assembly every two months. He encouraged participation from the community in its activities and projects by impressing on them that they will not be assisted if they are not active members of people's organizations. He was the first to introduce the concept of *pahina* system or membership in a barangay association as a prerequisite for getting a clearance in the barangay. He personally sought the support of the *sanggunian* (local legislative body) to allocate resources to buy materials for making toilet bowls, being one of its identified projects. He was the first barangay captain in Rizal to have initiated inter-purok competition to motivate participation in community projects (i.e. beautification of sangguniang kabataan youth centers and food security projects). He was also the first to have organized the barangay health workers and nutrition scholars to set up a cooperative and obtain credit assistance for its members. Balubohan got the distinction of being the second outstanding barangay in the municipality in 1996 and was nominated as the most outstanding barangay for the entire province in 1997.

Cabitan. In the case of Cabitan, MBN implementation was also supported by the barangay captain. In the first instance when data gathering of MBN was undertaken, the barangay financed the cost for data gathering culled from the barangay coffers. United Nations Children's Fund (UNICEF) took care of the forms.

In the planning phase, the captain and his kagawads demonstrated commitment to MBN through the utilization of MBN data. This move made the barangay shift from infrastructure projects (i.e. the construction of roads and markets)

Table 2. Introducing MBN in the Barangay

<i>Features</i>	<i>Casoroy</i>	<i>Sebaca</i>	<i>Balubohan</i>	<i>Cabitan</i>	<i>Sto. Niño</i>	<i>Pantig</i>
Chief Mobilizer	CIDSS Worker	MSWDO	CIDSS Worker	Mayor	Mayor	DSWD Regional Planning Officer
Support Group	MTWG: MPDC MSWO MHO MAO DECS District Supervisor MLGOO BLGOO Chair: Vice Mayor	MTWG: MPDC MSWO MHO MAO M Agr. Reform Officer Chair: MSWDO		MTWG: MPDC MSWO MHO LGOO Chair: MAO	MTWG: MPDC MSWO MHO MAO M Agr. Reform Officer Officer MLGOO 2 PHN NGO Sangguniang Bayan Reprs. Chair: Mayor	Regional Planning Officer
Other Institutional Features		Has a Municipal Sustainable Development Office headed by the MSWDO which takes charge of introducing innovative projects in the municipality such as the SRA-Integrated Resource Development Program and with an active Social Reform Council headed by the mayor		With external Multidisciplinary Team led by DILG along with other members of the provincial TWG		No support from the city mayor

January-April

Localization Efforts	<p>1)Municipal legislation in support of MBN</p> <p>2)Holding honorarium of barangay officials not able to submit MBN data</p>	<p>1) The mayor issued policy of convergence on 10 May 1996</p> <p>2) MBN instrument was translated to the local dialect</p> <p>3) Barangay core groups called KUSOG (Knights of a United Service Oriented Group) with 20 volunteers per barangay were formed</p> <p>4) Set up Monitoring and Awards System to outstanding barangays for MBN performance</p>		<p>1) Mayor issued an executive order allocating P300 per CVM per week for 2 CVMs per barangay</p> <p>2) Mayor gathered barangay captains for an SRA-MBN orientation</p> <p>3) Barangay captains organized the BTWGs</p> <p>4) Training of enumerators took place</p> <p>5) Mayor assigned a Kagawad to manage a purok</p>	<p>1) Passed a resolution in 1996 where MBN was considered an approach to poverty alleviation</p> <p>2) Gave an award for exemplary performance to barangays</p>	
Participants in Barangay Orientation	<p>BHWs BNS Brgy. Officials PO reps.</p> <p>Then, followed by a community assembly</p>	<p>BNS BHWs Brgy. Officials Pres. of women's Associations Principal/Head Teacher</p> <p>Then, followed by community assembly</p>	<p>10 voluntary workers per purok (4 puroks in all)</p> <p>PO leaders (women, church sector)</p> <p>Brgy. Officials Teachers</p>	All barangay captains, barangay officials and assigned BHWs	Barangay captain who reechoed through a Barangay Assembly then followed by orientation of CVMs	Barangay captain and BHWs
No. of MBN Cycles	2: 1996 and 1997	2: 1996 and 1997	2: 1996 and 1997	3: 1995, 1996 and 1997	2: 1996 and 1997	5: 1 in 1994, 2 in 1995, and 2 in 1996

to priority problems in MBN. The barangay sorted the MBNs into two categories: those which could be immediately addressed by existing interventions such as health, nutrition, and family planning; and those which needed appropriations from the barangay budget such as toilet and water facilities. However, no cause analysis was undertaken to be able to disclose the root cause of each unmet MBN. Furthermore, while purok assemblies were not conducted in order to validate the problems and the activities of the barangay, the kagawads consulted their respective members and their concerns were ventilated in the barangay planning session. The introduction of the MBN paved the way for the revitalization of puroks as each started to elect its own leaders. Purok leaders were often consulted by the kagawads. Identification of target beneficiaries was undertaken based on the demand of families. MBN data factored in as the local leader validated their claims by asking for referral slips from kagawads. When people sought the barangay captain for assistance, he consulted his kagawads to make sure that they deserved the services to be prioritized.

In some cases, the barangay captain took part in constructing toilet facilities in the target households.

Residents who provided free labor in project activities were testimonies to participatory action in project implementation. This mode was given a high premium in service delivery. For instance, construction of toilet bowls favored those who dug holes first.

In monitoring, the barangay captain's commitment was indicated by the allocation of funds for the setting up of the data board in each purok. He also spot-checked families and consulted the MTWG on what steps to take.

Sto. Niño. Sto. Niño's barangay captain showed commitment to MBN by the immediate translation of his knowledge in his barangay. Apart from calling for barangay officials in the orientation program, the captain occasionally accompanied the CVMs in the data-collection phase in his barangay. He also tried his best to respond to CVM problems like refusals to participate in the gathering of data. He personally responded to these problems or delegated the task to the kagawad assigned in the sitio. In the conduct of validation of the MBN problems, he tried to be present in the sitio assemblies. His exposure to the experiences in data consolidation in other model provinces enabled him to serve as a consultant to the different sitio kagawads.

His commitment to MBN was manifested by his involvement in the preparation of the MBN report submitted to the MTWG. Furthermore, prioritization of programs at the barangay level sprang from the MBN problems. In fact, the barangay was able to adopt "cause analysis" as defined in the manual of operations for MBN. The projects formulated were based on the root causes of the unmet MBN. Commitment to MBN was further indicated by his proposal to the local sanggunian to allocate resources for MBN requirements. He personally followed up processing of papers for the release of funds by the municipality in support of the projects initiated by his barangay, such as the one for livelihood.

Pantig. In Pantig, the leader had commitment to test the new methodology in gathering data which became the springboard of decisionmaking among some members of the barangay council. Feeding program was supported since malnutrition was one of the unmet MBNs. More day care volunteers were tapped to cater to the children who were left unattended. However, because of the lack of preparation on the value of interfacing with community representatives and lack of openness to share his knowledge with the other kagawads, the other members of the local development council were not aware of the value of the SWDIS/MBN. While prioritization of activities was based on unmet MBNs, decisions were generally considered as "management centered." While neighborhood associations were existing, they were not consulted in making decisions regarding the activities of the barangay. Hence, the PO leaders claimed lack of knowledge on how the MBN information was used.

Comparative Analysis and Integration

Initiatives in SAPIME. The implementation of MBN is a special agreement between the national and local government units and hence, how it is executed at the local level depends upon the initiative and innovations undertaken by the local executives.

To be able to translate MBN in the different phases of SAPIME, various measures had been adopted by the case barangays. A common strategy was to solicit personal support from the mayor (Sebaca and Sto. Niño) and from the provincial government (Cabitan), other implementors (i.e. in Casoroy, the captain sought the assistance of Social Welfare Officer to augment local funds to construct toilet bowls in response to an unmet MBN) and the local sanggunian (Balubohan captain asked its local sanggunian to support projects on unmet MBNs).

Various strategies were implemented to generate the participation of the volunteers and the community residents. The personal approach was applied by the captains of Casoroy, Sebaca and Sto. Niño. Data gathering was not only an activity undertaken by volunteers. To get a feel of how volunteers implemented their tasks, some captains also accompanied the volunteers (i.e. Casoroy and Sto. Niño).

As a form of motivation to excel in their performance, the Balubohan captain initiated inter-purok competition in their MBN accomplishments. In Cabitan, the captain solicited allocation from the mayor for the incentives of data collectors.

In general, MBN served as an instrument for planning in all the case barangays. Priority projects were identified on the basis of the unmet MBNs. Sto. Niño was a step ahead since the leaders and the community undertook a cause analysis to trace the root cause of the MBN problems that became the bases for identifying projects. The unmet MBNs per se, did not automatically serve as the bases for project identification.

Interface with People's Organizations. Commitment to involve people's organizations in local development management is remarkably manifested by most barangays with the exception of Pantig, and to a limited extent in Cabitan.

Some practices demonstrating this interface was indicated by inclusion of PO representatives in the barangay development council (i.e. Casoroy, Sebaca, and Balubohan). In Casoroy, for instance, the Barangay Water and Sanitation Association (BWASA) was involved in the annual barangay development investment planning. Its Sta. Iglesia Association was also represented in the BDC by its president. An association composed of farmers and fisherfolk also sat in the BDC.

In some barangays (i.e. Sebaca, Balubohan and Sto. Niño), purok organizations were established and became the venue for consolidation and validation of data and the formulation of local plans. The barangay captain often graced the purok assembly. Thereafter, a barangay assembly was conducted to validate the purok plans and to obtain consensus.

The Balubohan captain imposed sanctions on the residents who were not active members of people's organizations. A clearance was not given to any resident who did not satisfy this criterion. However, these sanctions were offset by an award system for best performing puroks.

Cabitan's experience was a bit different since the authority to interact with puroks was a role delegated by the barangay captain to the kagawads. Unlike in Casoroy, Sebaca, Balubohan and Sto. Niño where the captains interacted with purok members directly through assemblies conducted by purok organizations, Cabitan's captain was represented by the kagawad. The barangay captain of Cabitan empowered the kagawads by delegating the authority of consultation to them. As a result, Cabitan did not conduct a barangay assembly like what transpired in Pantig. Thus, Cabitan did not resort to any form of community consultation.

In Pantig, the normal recourse of the captain was to tap volunteers and to consult PO leaders on a case-to-case basis. No interaction with community residents had been experienced in the area explaining the lack of appreciation by the residents of the MBN process. See Table 3.

On the whole, differing ways of interfacing with the community had been manifested by the barangay captains. The most participatory were those from Casoroy, Sebaca, Balubohan and Sto. Niño. The barangay captains of these LGUs succeeded in making the community a part of the local development council.

While utilization of MBN information had been the bases for planning local projects, this had not been as predominant in Cabitan and Pantig. In Cabitan, the leader depended on kagawads to obtain the sentiments of the community, but direct participation was not fully manifested.

Table 3. Barangay Captain's Initiatives for MBN

Features	Casoroy	Sebaca	Balubohan	Cabitan	Sto. Niño	Pantig
Role in SAPIME	1) Accompanied CVMs in gathering data 2) Utilized MBN to prioritize beneficiaries 3) Solicited support (DSWD) to make toilet bowls	1) One-on-one visit of residents to generate participation in MBN 2) Secured support from MHO, LGOO, MSWDO for its projects 3) Puroks consolidated and analyzed data	1) Asked sanggunian to support projects on unmet MBN 2) Set up interpurok competition on MBN 3) Puroks consolidated and analyzed data 4) No clearance given if not a member of PO	1) Obtained incentives for data collectors 2) Used MBN for planning 3) Spot checked families on their status on MBN	1) Accompanied CVMs in gathering data 2) Applied cause analysis for unmet MBN 3) Solicited additional support from mayor	1) Used MBN data in planning but management centered in decision-making
Barangay Captain's Initiative to Interface with POs	1) Invited participation of POs in BDCs 2) Motivated <i>pintakasi</i> or free labor for development activities 3) Community members prepared snacks during <i>pintakasi</i>	1) Visited barangay to obtain participation in BDCs 2) Got representations from POs, sectors 3) Consulted puroks to identify projects 4) Called a barangay assembly to review MBN data gathered 4) Set up <i>pahina</i> system (in undertaking community projects)	1) Targeted families with community support 2) Made PO leaders take part in community survey together with volunteers 3) Made purok goals as bases in planning projects for unmet MBN 4) Made POs represented in BDCs 5) Called Barangay assembly to validate purok data and projects	1) Delegated to kagawads consultation with their puroks for planning purposes 2) Kagawads motivated bayanihan in their purok	1) Organized puroks 2) Validated MBN data in purok assemblies 3) Validated data of puroks in barangay assembly	1) No community consultation in planning 2) Other kagawads unfamiliar with MBN

The Profile of a Leader

Personal Characteristics

What characteristics do leaders possess which they consider as helpful in fulfilling their role in MBN implementation? The following discusses the experience of each barangay captain.

Casoroy. Casoroy's captain won by landslide victory in the 1997 barangay elections. While he was not able to obtain any college education, he could have been remembered for his previous accomplishments as a kagawad, where he got the highest votes in 1996. He had a track record as advocate of MBN for planning process and therefore, rested on objective criteria in making decisions. Attributes which gained recognition by his constituents included his selflessness, openness to suggestions, concern for the growth of his people by endorsing their participation in training programs, and willingness to share his personal fund for the immediate implementation of barangay projects.

Sebaca. The leader from Sebaca was described as a compassionate leader. She was someone, whom people could turn to in times of need and distress. She was also commended for being hardworking and committed person. She saw to it that the ordinances got implemented such as the one on food security. Her morality was untainted as she had no reputation for "being engaged in shady deals and transactions." To show her compassion to the needy, she set aside a portion of her land to farming for those who did not have their own land to till. A 69-year-old former school teacher, she was touted as the "Nanay" (mother) to everyone. This is her second term in office, with the first being served during the martial law years but had to leave the town because of her political differences with the mayor.

Balubohan. Unlike Sebaca's compassionate leader, Balubohan's barangay captain was known for being strict. He, nevertheless, got the support of his constituency because they said that "he works more than he talks," did not have a vice and consulted the barangay in coming up with its plans. He was noted for his innovativeness and people looked up to him for his initiatives. He had a track record for serving the area for two consecutive terms. He was first elected in 1994 and reelected in 1997.

Cabitan. Kagawads and MTWG members described Cabitan barangay captain as an action man—he does what he says. He was also complimented for his generosity and being a good listener to the views of even opposing parties. Being a friend of the mayor, he could negotiate for additional resources that brought about additional physical accomplishments in his barangay. He was observed to be very participatory in managing his council as he rotated kagawads to serve as "officer of the day." He got constant support from his mother, a former school principal who was respected. He resides near the barangay hall that makes him accessible to the community.

Sto Niño. The punong barangay from Sto Niño was already 48 years old when he joined politics nine years ago before serving as kagawad, until he became a barangay captain three years later. While he only attained first year of secondary schooling, he was very serious in the capability-building activities which honed his managerial expertise. He was recognized for his sincerity and dedication to his job that made him popular to the residents. He was described as being concerned "with the plight of the poor" by implementing livelihood programs to augment their incomes. Despite his kindheartedness, he was described as a "strong leader" as he was able to command respect from the barangay officials, including the volunteers. He was respected for his ability to "lead by example," one who was able to manifest in deed what he preaches. Most of all, he was commended for being participatory in his approach in every respect of the MBN management processes. His exemplary performance in implementing MBN projects gained for him the title of Most Outstanding Barangay Captain of Naujan in 1997.

Pantig. In Pantig, the captain was recognized as "industrious," open to innovations like SWDIS/MBN, approachable and committed to his job. However, his failure to interface with other kagawads who were not his allies and with other leaders of the community could have led to his downfall. While he learned the technology of installing the information system which was the basis for rational decisionmaking, he failed to understand and implement convergence and community mobilization activities. His tendency to be self-centered was considered to be his weakness and was resented by those around him. He preferred to receive recognition singly and rarely gave credit to those who assisted him.

Integration. On the whole, how did leaders of people's organizations and other local government officials perceived their barangay captains?

Desirable attributes of leaders can be summarized according to: qualities in relation to their work and in relation to the citizens.

Leaders' attributes as workers who gain the esteem of citizens and workers around them are those who are *action-oriented*—they are able to translate what they envision into actual practice. This is exemplified by such phrases as "action man," "works more than talks," etc. This attribute signifies their commitment and dedication to their work.

Another preferred attribute as a worker is *willingness to try new ideas and innovations*. Cabitan, Balubohan and Pantig captains were remembered for this attribute. Residents of Balubohan liked the idea of being given awards for outstanding achievements in MBN. This could have offset their perception of how "strict" the captain was in dealing with them such as imposing the rule of withholding a clearance if they are not active members of a people's organization in the barangay.

Other preferred attributes include the value of being morally upright. A respected leader is one who is not involved in "shady deals" and is not engaged in "vices" like gambling which could push him/her to anomalous transactions.

A leader's demeanor in relation to citizens highly respected by them is having "concern for the poor." This is indicated by a leader's commitment to uplift their condition. Sometimes, leaders of this sort demonstrate their selfless devotion to the people by even showing "willingness to share even his/her personal resources to support their plight." One barangay captain (from Balubohan) even allowed her land to be utilized for income generating projects. This type of leader is selfless and shows compassion for the needs of his/her constituency.

A leader is best remembered if s/he is able to consult and listen to their suggestions. This leader makes sure that the community knows what s/he is doing and solicits their opinions. In fact, a leader is "expected to listen to opposing views" and not only to the views of people "close to him/her." Some leaders of people's organizations from Pantig saw the deficiency of their captain with respect to this attribute. While they claimed that their captain was very industrious and open to innovations, he only listened to the suggestions of his "favorite kagawads." He was also remiss in sharing the opportunity of decisionmaking with them. They were not even informed of the importance or the rationale of the activities implemented in their area.

On the whole, a leader who is best remembered is one who does not only show dedication to his/her work but one who is able to demonstrate concern for the people's involvement in the decisionmaking process. However, to show compassion for the poor can exact a toll on the personal resources of the leaders since they are expected to make sacrifices by sharing extra resources to respond to the people's needs. The issue of sustaining this can be raised since not all leaders have enough personal resources to share with the members of the community.

Qualities which could work against disciplining one's constituents is manifested by a barangay captain who is "too kind." This is an attribute associated with the barangay captains of Casoroy and Sebaca.

On the other hand, the Balubohan captain was feared but steered people to action.

Pantig captain was able to deliver results but was self-centered in owning accomplishments.

See Table 4 for a summary of these features.

Table 4. Profile of a Leader

	<i>Casoroy</i>	<i>Sebaca</i>	<i>Balubohan</i>	<i>Cabitan</i>	<i>Sto. Niño</i>	<i>Pantig</i>
Favorable	Selflessness Openness to suggestions Concern for the growth of the people	Compassionate Action-oriented Morally upright Shares her land for their IGP	Works more than talks No vice Innovative	Action man Generosity Listens to opposing views Delegates authority (kagawads rotated as officer of the day)	Sincerity Dedication to public service Concerned with the poor Leader by example Participatory	Industrious Open to innovations Committed to his job Self-centered
Unfavorable	Too kind	Too kind, even shares own property	Strict		Tendency to directly interact with puroks instead of delegating to his kagawads	Only worked with favored kagawads

Enabling Factors

Apart from the leaders' personal characteristics, what other factors facilitated MBN implementation? Each barangay's experience is accounted for subsequently.

Casoroy. Casoroy's implementation of MBN was facilitated by the existence of an active MTWG. This was further supported by the mayor who worked for the passage of a legislation endorsing MBN as the technology. CIDSS' concern in preparing target barangays for MBN was an investment which local leaders appreciated. Furthermore, the presence of organized groups in the community facilitated interface of the community in local governance for CIDSS activities through the MBN process.

Sebaca and Balubohan. The two model barangays in Rizal both benefited from the commitment and dedication of Dr. Jose G. Mante, the lead officer of the Technical Working Group for SRA-MBN and the head of the Office of Sustainable Development. He reached out to the different offices in the municipality and explained his role. He was able to motivate the different officials to work as a team. He was very active in the conduct of orientation sessions for the different barangays. He personally joined local officials in going to barangays. As a result of the wide support he got for SRA-

MBN, he was also often invited to orientation sessions conducted in nearby provinces (such as Cebu and Misamis Oriental).

Rizal municipality was also able to provide leadership in the conceptualization of the scheme for program implementation through the formulation of Integrated Resource Development Program under its mayor. This stressed the vision of the municipality, the structural arrangement and sources of support for the implementation of the Social Reform Agenda. It was able to devise a set of indicators to assess its performance with a team designated to monitor how the barangays were performing.

The commitment was further bolstered by the political will of the mayor who issued an executive order in order to establish the Integrated Resource Development Committee. The committee was basically driven by a participatory ethic as it did not only confine the membership to government representatives but of NGOs as well.

Rizal has a history of organized sectoral associations. Every barangay has organizations of farmers/fisherfolks, rural improvement clubs, women's association, religious groups, basic ecclesiastical communities, federation of barangay health workers and barangay nutrition scholars, mothers' class, parents' committees, business groups and youth organizations. These were existent even before the SRA was introduced in the community.

There were also projects which were operating even after program support has been terminated by the sponsoring institutions. For instance, the *sulong-dunong* program of Barangay Balubohan was a special project of the DSWD. This was continued by the barangay through the provision of education assistance in the form of pencils, papers, and bags to children of indigent families who cannot go to school.

The municipality was also very supportive of its component barangays by providing training to all its volunteer workers in the municipality. Even POs were oriented on a one-on-one basis by the Social Welfare and Development Officer.

Cabitan. In Cabitan, the commitment of the provincial governor of Masbate and the mayor of Mandaon propelled the implementation of MBN in the area. Furthermore, the barangay captain's strong linkage with the mayor facilitated the flow of resources to the locality. It also had TWGs at the provincial and municipal levels which provided support to the locality. Being a priority area of the Country Program for Children, Cabitan indirectly benefited from UNICEF's investment in its capability-building program through DILG, reinforced by national government support being an SRA priority province. Other support institutions were PCFP, ARMDEV and other national government agencies. The MTWG was persistent in its mission to render assistance in the barangay and came in the form of coaching, monitoring and brokering with municipal actors. Purok organizations that were dormant were motivated to operate with the introduction of MBN.

Sto. Niño. The inspiration given by the mayor to apply the methodology in his municipality was a facilitating factor in Sto. Niño's experience. This was manifested by the ₱1 million budget he channeled to SRA-MBN and the opportunity he gave barangay captains to witness successful experiences in MBN implementation through *laktay-aral*. Sto. Niño's punong barangay benefited from this exposure. Realizing the potential of participatory style of management, the mayor invested in the capability-building of the *punong barangays* in his area for participatory rural appraisal, supplementing the orientation on MBN approach. Participatory rural appraisal focuses on the other requirements necessary to support MBN approach. This hinged on concerted decisionmaking and was consistent with the MBN perspective.

Pantig. In Pantig, the commitment of the Regional Planning Officer for the advocacy of SWDIS, later MBN, played a role in the mobilization of the community. MBN was propelled in spite of the lack of support from the mayor.

Integration. On the whole, a common factor facilitating MBN implementation was the commitment of the mayors. This was upheld by the legislative issuances in support of MBN and the financial support to augment the funds of the barangays. Furthermore, the convergent effort of the technical working group in the municipality contributed in the advocacy of the technology to the different barangays. The TWG invested time in preparing barangay captains, other local officials and volunteers. In Rizal, the MTWG saturated all barangays in preparing an interdisciplinary group on MBN. The orientation was conducted by district (in a total of four districts) with each district constituted by barangays with similar features. For instance, Sebaca and Balubohan, being coastal barangays, constituted one district.

Enabling barangay captains of Naujan in Mindoro Oriental (where Sto. Niño is based) to visit model areas in MBN through the support of the municipal mayor, inspired local leaders regarding the potential of MBN. This was one of the factors that motivated Sto. Niño's barangay captain to appreciate the instructions imparted in the training conducted by the MTWG. See Table 5.

Hindering Factors

What factors hindered the implementation of MBN? In the following section, the experience of each barangay is accounted for.

Casoroy. Casoroy captain was expected to be stricter in implementing rules (such as the prohibition of "tong-its"³). Casoroy's captain was viewed as too kind and patient to deal with tough problems such as this.

Sto Niño. In Sto Niño, the punong barangay was criticized for the delay in the implementation of MBN activities since he still wanted to be involved in MBN

Table 5. Facilitating Factors

<i>Casoroy</i>	<i>Sebaca</i>	<i>Balubohan</i>	<i>Cabitan</i>	<i>Sto. Niño</i>	<i>Pantig</i>
Active MTWG (particularly the MPDC and SWO)	Active MSWDO Organized and convergent structures at the municipal level		External support (priority province of UNICEF)	Mayor's support/ commitment Investment on capability-building (including lakbay aral)	Commitment of Regional Planning Officer of DSWD
Mayor's and Vice-Mayor's support	Systematic conduct of orientation Regular monitoring		Endorsement by governor and mayor Linkage of barangay captain with mayor		
Presence of organized groups	History of organized sectoral and people's organizations Financial support of the mayor		Reactivation of puroks MTWG provided coaching/ monitoring		

consultations in the purok. The purok officials expected him to delegate some of his functions to them as MBN approach was already appreciated by the community.

Cabitan. In Cabitan, while databoards had been installed, these had not been helpful to community members as an awareness-raising instrument. This could be traced to the low level of awareness-raising activities among purok members on the values and use of data boards. There was also a weak orientation in bottom-up planning since it was not emphasized by the MTWG. It was lucky to be chosen by the Barangay Integrated Development Approach for Nutrition Improvement (BIDANI) as it highlights community mobilization activities.

Pantig. A factor hindering Pantig's performance was the inadequate preparation of the captain for MBN brought about by the limited focus of SWDIS when it was implemented. The barangay captain's failure to harness neighborhood associations that did not appreciate MBN processes could be traced to the limitations in his orientation. At the broader context, the captain lacked the support of the mayor in MBN implementation.

The fact that Pantig has the biggest population density made it very difficult for the barangay captain to communicate his decisions to the community. This was

further aggravated by the absence of social mobilization activities for the community to actively involve them in implementing MBN strategies.

Integration. The factors which could hinder the implementation of MBN stem from qualities pertinent to the barangay captain, the community and higher levels of authority.

The tendency of two captains to be too kind led to bending of rules by some community members. As Cabitan informants said, their captain was an excellent worker but was "too soft" in dealing with gambling activities.

The concern of some captains to directly oversee the purok activities for MBN was considered as a threat by some PO leaders since this could slowdown decisions inasmuch as the captains already had their hands full.

Other factors had to do with the low educational attainment of the residents that could hinder their appreciation of the MBN process.

At the broader context, the lack of support of the mayor of Barangay Pantig was very demoralizing for the captain and made him sustain activities through the barangay's resources for the most part. Other barangays benefited much from the political and financial support of its municipality, especially the MTWG.

Value of MBN to the Community

How do the leaders and members of the community view MBN?

Casoroy valued MBN since there had been a big shift in the way programs had been decided upon. Formerly, infrastructure projects governed the development efforts of the locality (i.e. plazas, waiting sheds and basketball courts). Through MBN, Casoroy focused on needs based on objective criteria. Marked improvements were noted in MBN problem from the first to the second assessment.

In **Sebaca and Balubohan**, the implementation of MBN led to the mobilization of inactive people's organizations. MBN data board also made them aware of their problems. It was an eyeopener for them and made them focus on basic problems that required immediate assistance.

In **Cabitan**, kagawads were happy with the way they were given authority by the captain to consult their constituency. In turn, purok members were also satisfied with the constant interaction with them by the kagawads. Community members also became aware of the services they were entitled to and they learned to make demands. Furthermore, BHWs said their skills were upgraded due to MBN especially for data gathering process and widened their perspective on health condition of the community residents.

Improvement in the quality of life was noted in the increased access to water and sanitation facilities in a span of three years. MBN paved the way for the ease in introducing BIDANI in Cabitan. This focused on community-based management of nutrition programs where kagawads portrayed an important role in community organizing.

In **Sto. Niño**, local officials valued MBN for the objective criteria in prioritizing projects, apart from serving as a tool in gaining support from various sources and in motivating constituents to improve their lot. Secondary data for the second cycle were available only for one sitio and already indicated improvements in MBN requirements from the first to the second cycle.

In **Pantig**, in spite of the failure of the captain to communicate with kagawads who were not his allies, he based his decisions on rational criteria. Funds were solicited for feeding programs and in setting up day care centers. Hence, noticeable changes were noted in the MBN indicators over time. However, the failure to make his decisions transparent to his peers and those of the community led to the nonsustainability of the MBN technology. In fact, the databoards were removed when his term ended.

Integration. What has MBN contributed to the communities under study? First of all, MBN technology provided the basis for identifying priority projects. The perspective enabled local executives to depart from their usual focus on infrastructure projects.

Second, installing MBN information system assisted in identifying families who could be given priority attention since there were information which indicated who had the most unmet needs.

Third, the visibility of information about the community's condition motivated the residents to ventilate their opinions about the problems requiring immediate solution. Residents were happy when they were consulted and they started to make demands since they are familiar with the problem.

Fourth, prioritization of unmet MBNs led to an improvement in their condition. This even included Barangay Pantig. However, the sustainability of Pantig could be questioned due to the lack of participation of the community. As a consequence, the barangay captain did not win the recent elections. This could spell a doom for the continuity of the MBN Approach.

Fifth, more community participation eased the burden of responsibility in gathering information and implementing some services. This generated a feeling of ownership of the activities undertaken by members of the community.

In general, the inclusion of MBN in the planning process led to a reduction of top unmet MBN problems. The top five problems in all the four barangays included: lack of sanitary toilet, income of families below subsistence level, non-involvement of households in community organizations, poor access to water facilities and lack of housing facility.

Lessons Learned

On the whole, what are the lessons learned from the different cases reviewed here?

Contribution of the Technology in the Management Process

MBN provided a scheme for managing development projects. In the first place, convergent planning was facilitated by the existence of a common framework for assessing priorities. MBN had indicators that serve as the starting point in making decisions. However, this was not uniformly implemented in all areas since only Sto. Niño did a cause analysis before addressing the unmet MBNs.

Rational criteria for the identification of target beneficiaries were also provided by the MBN technology. MBN indicators served as the basis for prioritization.

A common feature across the barangays was the existence of an intersectoral team which took charge in overseeing the implementation of MBN. It was a technology that motivated government, NGOs and POs to work as a team.

Differing Implications of the Nature of Social Preparation for MBN

The nature of mobilization/social preparation for MBN influenced the way the technology was adapted at the different levels. DILG-PCFP advocacy motivated the creation of intersectoral structures to take the lead in mobilization of MBN at the provincial and municipal levels. However, the focus was on the installation of information system and not on community preparation which CIDSS highlighted. Nevertheless, the support of higher level structures for MBN steered its introduction to the barangay. But, the response of the barangay captain to the mobilization effort was material in speeding up and sustaining MBN localization in the community.

The technical requirements in organizing the community necessitated appreciation on the part of local officials. Organizing the community did not stop with having groups formed but in maximizing their interface in development activities with the local government unit. A local executive who appreciated the value of community mobilization invested on community organizing as a process before

installing the MBN information system. Furthermore, s/he also ensured that there was active involvement of leaders of people's organizations in the SAPIME cycle.

Representation of POs in the SAPIME Process

Having representations from people's organizations in the SAPIME cycle was expressed by the PO leaders' inclusion in the barangay development council (BDC). In three of the case barangays, this was manifested. Since key decisions were undertaken in the council being a planning body, ideas of the POs through their leaders were ventilated in this forum.

Apart from representation in the council, direct consultation through community assemblies or through purok organizations was undertaken by three of the barangays. Organizing barangays in smaller groups like puroks, a favorite recourse by the barangay captains in this study, made the interaction of barangay councilmen with the locality possible. The lesson learned here is that disaggregating a barangay into smaller groups speeds up the communication process. Instead of directly interacting with barangays through assemblies, purok organizations enhance dialogues.

While barangay assemblies could be another form of interaction with the community, barangays which established purok assemblies were able to process or screen initial ideas which were later relayed in the barangay assembly. This way, the barangay assembly did not encounter the ideas for the first time but only validated them as a team, operating in a synergistic way.

Apart from direct involvement of community leaders in barangay development councils, another form of interface was through consultation of kagawads with leaders of purok organizations. However, having councilmen mediate between the captain and the community, such as what transpired in Cabitan made the leader still distant from the captain. The barangay captains of Casoroy, Sebaca, Balubohan and Sto. Niño were well appreciated by their constituencies since they interacted with the community directly, either through barangay assemblies or through purok meetings. However, in Sto. Niño, once the community organization was in place, the members started to express their desire to make decisions on their own, with less control from the barangay captain.

Leadership as a Significant Factor to Propel MBN

Leadership both at the vertical and horizontal levels propelled the introduction of MBN. Initiatives could be made to harness MBN interface in the SAPIME process like issuing a proclamation to declare MBN as the core strategy. This gave "teeth" to advocacy activities for MBN.

Leaders who extended additional support for advocacy activities, like investing in capability building of both the technical workers and the community, generated enthusiasm for and the appropriate implementation of MBN. Innovative approaches like *laktbay aral* made the participants see for themselves that MBN was workable. Leaders were appreciated by the community when they toured the area to see what was happening in MBN implementation. Instituting competition among puroks motivated the community to do their best. In other words, leaders who went out of their way to try new modes of mobilization reaped more support for the technology.

However, the MBN information system was not sustained if the leaders did not behave in relation to the other approaches accordingly—convergence, community-based approach; focused targeting, etc. Simply installing the information system, like Pantig, which lacked interaction with people's organizations, led to failure in sustaining the information system. Pantig, too, did not operate in a convergent way with other officials in the barangay development council. The barangay captain only worked with kagawads he preferred. Thus, the other kagawads have failed to truly appreciate the value of MBN. In fairness, though, actual orientation of the MBN process came about quite late in Pantig. Earlier advocacy in Pantig focused mainly on MBN as an information system. Lack of appreciation, too, of the reason why some individuals were prioritized as beneficiaries led to misgivings about the importance of the MBN technology.

Qualities of Good Leaders from the Community's Point of View

Qualities of a leader which community leaders saw as laudable included manifestation of attributes in relation to their work. Qualities extolled by the community were commitment and dedication to one's work as indicated by being "action oriented." One should not only be good "in words but deed."

Furthermore, a "good" leader was able to generate resources to augment the meager resources of the locality. They could network and interface with higher levels of authority to drum up concern and interest about the plight of the locality.

Leaders who were well respected emulated morality in public service. They were not questioned about involvement in shady deals and transactions.

A leader was also one who could try "new ideas" to make the system work better.

Qualities of the leader in his relation with the community considered satisfying were the ability to link up with them directly or indirectly. S/he gave them a chance to make decisions or to make sure that decisions were transparent to them. Leaders were most appreciated if they involved them directly instead of merely consulting them. It was not enough for leaders to generate improvements in MBN condition. It was important for the community to understand why and how activities were chosen to respond to unmet MBNs.

A leadership quality they liked most was "compassion for the poor and the needy." This was an attribute that was mentioned consistently across sectors.

Two Models of Leadership in the Cases

Two types of leaders had been able to bring results in the five model areas. The first type of leader was touted as the "compassionate" or the "nanay" type of leader—one who was firm but not hard in imposing rules but was still able to inspire commitment from others around him. This type of leader even provided personal resources to push through with a project.

Another type of leader was strict but was able to complement this posture with incentives to inspire people to action.

In both types, however, being participatory was the characteristic that was manifested by barangay captains in the five model areas, with four applying direct consultation, and only one, through mediation by the kagawad. It was only Pantig where this attribute was not manifested and could have led to unsustainable experience in MBN implementation.

Conclusions

The case studies documented in this report signify the value of leadership in advocating and implementing projects and activities such as those involved in the MBN technology. The study confirms that leaders, if they have the political will, can initiate the passage of policies on their stand and find ways to generate additional resources to support their commitment. Successful leaders innovate in espousing their commitment for the technology they hope to uphold.

In the community, leaders are appreciated if they manifest qualities which depict their commitment and dedication to their work, uphold the values of morality, are transparent in their decisions and have compassion for the poor. Furthermore, as they relate with the community, it is not enough to deliver services to them but also to involve them in the planning process. Community leaders then develop a sense of ownership of the projects undertaken in response to their needs.

The knowledge of, commitment and implementation of MBN technology provided a perspective in exercising one's leadership in the community. Leaders who were prepared for and who executed their functions according to the requirements of the technology generated the most satisfaction from the community. In an area where the MBN information system was used merely for planning and targeting purposes but lacked the participation of community members, it did not generate satisfaction and even led to the phasing out of MBN. The implication of this is the need to invest

time in preparing barangay leaders on the essence of MBN, not only as an information system, but as a technology which ensures the value of community organizing. A common denominator in the success of the model areas was community mobilization for organized efforts.

Leadership approaches do vary. Some could be soft and compassionate. Others could be strict and hard. Nevertheless, if there is appreciation by the community that their leaders mean business, they are satisfied with their leaders.

There are some methodologies in MBN which have not fully materialized, such as for instance, how families/households are identified and targeted.

Imbibing the strategies in MBN necessitate capacity-building since these require honing new skills and recasting old ways which could be more difficult. Apart from appreciating and determining ways to ensure that community organizing is applied by the barangay captain, it is also necessary for the captain to learn how to deal with intersectoral groups required in convergence, and how to undertake community mobilization. These approaches necessitate technical preparation that cannot be learned overnight even if the barangay captains are highly motivated and committed. Capability-building will surely matter in preparation for these approaches.

Recommendations

Considering the lessons learned from these case studies, the following are the recommendations addressed to key decisionmakers:

1. There is a need to synchronize the capability-building activities conducted by the CIDSS and those spearheaded by other institutions, such as the DILG, PCFP etc. Each has its own strength in advocating MBN. CIDSS has its own organizer who can prepare the community to form people's organizations and how they can interface in local development management. On the other hand, DILG focuses on the preparation of higher level officials to work in a convergent manner. However, the latter lacks organizers to operate at the barangay level. The strength of each approach can be harnessed in the propagation of MBN.
2. Local leaders have a big potential in spearheading the advocacy and implementation of the technology. There is a need to invest resources in preparing for their role in empowering the community which MBN technology adheres to. This cannot be fulfilled effectively if there is no appreciation of the requirements in implementing the community-based approach and how this strategy can permeate the implementation of MBN in the different phases of the SAPIME cycle.

DILG's role in institution-building and governance can be reassessed for its preparation and capacity to achieve its mission in providing technical support to local government executives. In areas where CIDSS is not implemented, DILG has a critical role to play in mobilizing local executives for MBN perspective.

3. There is a need to underscore the role of higher level institutions to provide support to barangay captains. Factors impinging on barangay captain's performance include the support and will of the mayor. Hence, advocacy of the approach should permeate all levels of the bureaucracy.
4. Civil society's contribution in the mobilization process cannot be taken for granted. They may be tapped in the social mobilization effort to prepare the community and other sectors for a participatory ethic. They may be motivated to take an active role in ensuring that they are represented in interagency bodies for convergent planning activities and could hasten their involvement in implementation and monitoring/evaluation.
5. Indigenous approaches like the pahina system could be harnessed to motivate community members to interface in local activities. Indigenous activities are consistent with the lifestyle of the locality and can be capitalized on in introducing new methodologies.

Endnotes

¹Lakbay aral refers to a guided educational tour of places with historical significance. This became particularly popular among government workers when the Philippine government encouraged this form of studying local history as it commemorated its first 100 years of independence in 1998.

²Kalabasa literally means "squash" in the vernacular; figuratively refers to very low performance.

³Tong-its is a popular card game played by Filipinos usually with betting involved.