

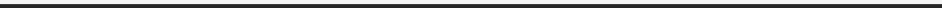
FROM MANIPULATION TO CITIZEN CONTROL: A CASE STUDY REVEALING AND DETERMINING THE LEVEL OF PARTICIPATION IN THE CITIZEN PARTICIPATORY AUDIT

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Citizen Participation



Citizen



Participation



What is really happening?



Research Problem

- Although existing studies have evaluated government participatory initiatives, most of these studies focused on its outcome and impacts rather than on the level of participation itself, which the researchers argue to be a necessary aspect in fully understanding participation and how participatory initiatives succeed.

Research Questions/Objectives

	Questions	Objectives
Main	What is the level of participation in the CPA?	Explore and reveal the level of participation in the CPA
1	How do the actors define participation in the context of CPA?	To explore how the actors define and understand participation in the context of CPA
2	How do the actors define and understand their role in the program?	To reveal how the actors define and understand their role in the program
3	What facilitating factors to effective participation do the actors experience during the CPA's activities?	To identify what facilitating factors to effective citizen participation have the actors experienced during the program's activities
4	What measures can be recommended to improve the program?	To make recommendations towards improving the program

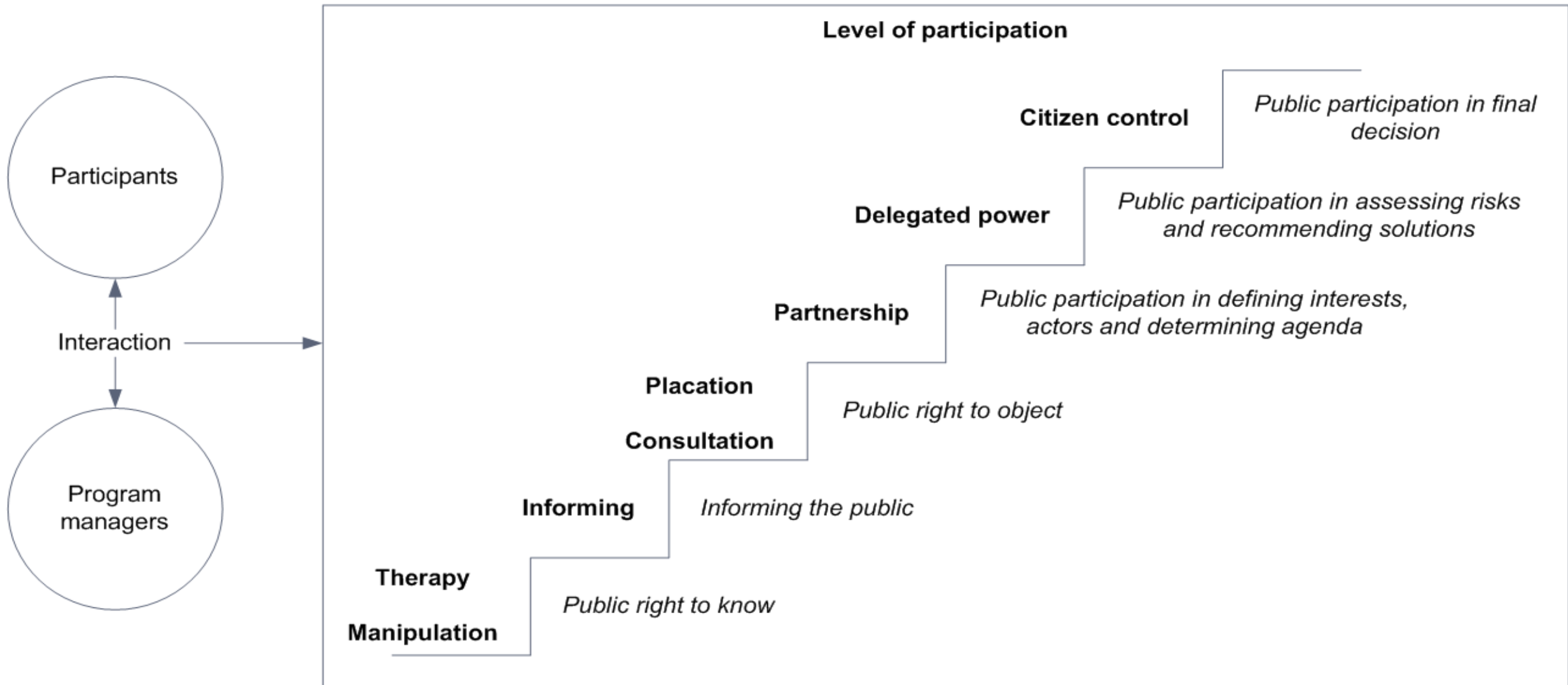
Significance of the Study

- Policy
 - Better policy and decision making of the Commission on Audit towards the institutionalization of the program
- Academic
 - It will add to the limited literature regarding the experience of participation especially in the context of the Philippines
- Theoretical
 - It will operationalize the different prevailing theories on participation

Review of Related Literature

- Citizen Participation
- Ladders of Participation
 - Arnstein's (1969) Ladder of Participation
 - Wiedemann and Femer's Ladder of Participation in decision-making processes (1993)

Framework



Concepts and Indicators

Concept	Indicator
Participation in final decision (Citizen control)	Participants occupy the majority of the decision-making process. This ensures that citizen initiatives are prioritized and acted upon.
Participation in assessing risk and recommending solutions (Delegated Power)	Citizens can assure accountability of a program by achieving dominant decision-making authority over the plan or program. The process of bargaining is done and initiated by the program managers to resolve differences instead of simply responding to their end.
Partnership in defining and determining agenda (Partnership)	Agreement to share planning and decision-making responsibilities. This also implies that program managers recognize the participant' ability in formulating solutions and incorporate their recommendations into the decisions to the maximum extent possible.
Placation (Public right to object)	Citizens begin to gain influence through joint sessions but they can still be outnumber or overruled. Causes frustration and disappointment due to present yet insufficient decision-making powers.
Consultation (Public right to object)	Provides for a two-way flow of information. However, public input gathered is rarely taken into account.
Informing the Public (Informing)	Participants are given the necessary information about the program's goals and objectives with complete information regarding their role in the program.
Therapy (Public right to know)	Public is incapable of decision-making and those in power subject citizens to paternalistic education exercises or clinical group therapy as a form of enlightenment.
Manipulation (Public right to know)	Participants are merely placeholders in the program.

Methodology


- Research design and method
 - Qualitative Case Study
- Research instrument
 - Key-Informants-Interviews
 - Semi-structured




Methodology

- Unit of analysis
 - CPA
 - Case study regarding the audit done to the QC-SWM
 - Primary information sources
 - COA-QC Key informant (1)
 - ANSA-EAP Key informant (1)
 - Citizen Auditors (4 out of 4)
 - Data Gatherers (7 out of 10)
 - Secondary information sources
 - CPA Practice briefs
 - CPA Guidebook
 - Audit output (QC-SWM)
 - The Journey of CPA e-book
 - Operational guidelines for the CPA
 - Other related documents


Methodology

- Data analysis
 - Case-oriented analysis
 - Theme identification
 - Coding and indexing of data (via Atlas.ti)
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Document Review

- The document review revealed that the type of participation the CPA planned to foster in the program was centered on partnership building.
 - Actors within the initiative have the same access to information, are bound by the same protocols, and are required to participate in the entire audit process wherein their inputs are given equal weight.
 - Based on the framework, their planned participatory initiatives should fall on the 6th level of the ladder, **PARTNERSHIP.**
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Interviews

- **Manipulation and Therapy**
 - Did not manifest due to how the program was designed
 - After accomplishing briefing and logistical concerns, participants were already tasked various duties and activities
 - No manifestation of citizens used as placeholders
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Interviews

- **Informing**
 - This was met in the program due to the said orientation done to properly introduce and inform the participants regarding the various facets of the CPA
 - This manifested the intent of the program managers to provide the participants complete information regarding their roles and duties in the program
 - Capacity building and skills training were done in this stage of the program through a number of succeeding meetings between the participants and program managers
 - participants responded positively during these sessions as they felt that the education and training they received not only helped them to be prepared for their upcoming tasks and activities, but also to widen their knowledge and capabilities in general
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Interviews

- **Consultation and Placation**
 - This level implies that the nature of the power relation allows the participants to voice out their concerns regarding the various aspects of the program but there is no 'muscle' that can serve as assurance that their opinions and recommendations will be given any consideration
 - This affords the participants the same opportunities but they now enjoy minimal influence on the decision-making process
 - Placation causes frustration and disappointment due to present yet insufficient decision-making powers
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Interviews

- **Consultation**
 - This level was reached during the latter half of the sessions pertaining to task orientation as their opinions regarding the questionnaires and data gathering strategy to be used were asked
 - Quality of questionnaires
 - Feasibility of current data gathering strategy

Interviews


- **Consultation**
 - One participant raised that people might be opposed to join focus group discussions especially since the topic was about waste disposal, and after a discussion the decision was made to use house-to-house interviews instead which was based on the suggestion of that participant
 - *“kung papupuntahin mo sa barangay ang mga tao, imbitahin mo at tatanungin mo lang tungkol diyan sa mga basu-basura, hindi magkaka-interes ang mga taong pumunta. Mas mahalaga ang oras ng mga tao at mas gugustuhin nilang kumita ng pera kesa pumunta sa barangay para sumagot ng mga katanungan.”*
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Interviews

- **Placation**
 - This level was attained when these opinions were accepted and put into action; because that put the participants in a position where they can, to a minimal extent, influence a decision-making process in the program
 - Pushed through with the changes recommendations by participants after they conducted mock interviews
 - Independence when it comes to accomplishing their tasks
 - “buddy-buddy” system
 - Tapping of local barangays for transportation concerns
 - Assignment and management of tasks



Interviews

- **Partnership**
 - Agreement to share planning and decision-making responsibilities through structures such as joint policy-boards, planning committees and mechanisms for resolving impasses
 - Reflected in the role of the participants in the process of defining interests, actors and defining agenda
 - Program managers should not only recognize, but also incorporate inputs and recommendations from citizens
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Interviews

- **Partnership**
 - The participants were not able to reach the level of partnership
 - After attending post-data gathering meetings wherein a summary report of the data collected was presented to the participants for review and confirmation, the participants were no longer involved in the actual audit report writing which was supposed to be final step and ultimately the main output of the CPA
 - *"kung ano yung ginather nila, pinag-usapan din namin doon sa bago ma-finalize yung report, parang confirmation na lang. Kasi hindi ko din maisip kung how will they be able to join us in our write-up eh, in the preparation eh. Di ko din makita yun eh."* (Auditor Dela Cruz)


Interviews

- **Partnership**
 - A partnership level of participation would require that the participants will not only be present during the audit writing process, but will also be able to add significant input in the report and have a say when it comes to what should and what should not be part of the report, as well as how the report should be written

Perception of the Actors

- COA-QC
 - Participation as additional source for manpower
 - *"Yun 'yung naging role ng CSOs na parang sila ang extension namin; na ang hindi magawa ng tao ko, sila 'yung bale nagvavalidate kung itong conditions ng contract na binabayaran ng City sa mga garbage contractor eh natutupad ba, eh nagagawa ba."* (Auditor Dela Cruz)
 - Participation as means to engage in government activities
 - Auditor Dela Cruz recognized the importance of these CSOs as being part of the community which is why they were used to interact with the people they were going to get information from, and at the same time they were direct beneficiaries of the very program they were auditing


Perception of the Actors

- Participants (Citizen Auditors)
 - Participation as an opportunity to learn
 - *"Kaya curious na curious ako at noong sinabi nilang audit, uy, maganda yan, audit. Naisip ko, makikita ko na paano nga ba yung pag-o-audit, hindi lahat ng tao nabibigyan ng opportunity para makita mo yun."*
 - Participation as a means to affirm the importance of citizens to government activities
 - Participation as an integral part of the program
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Perception of the Actors

- Participants (Data-gatherers)
 - 5 out of 7 joined because it was another job that will give them extra income
 - Means to get to know one's community
 - *"Exciting pag lumalabas-labas ka. Iba-ibang mukha ang nakakahalubilo mo, hindi araw-araw na nakikita mo kaya masaya na."*


Other emerging themes

- Arnstein (1969) claims that **participation without the proper redistribution of power is an empty and frustrating process for the powerless**. In the context of Arnstein's ladder of citizen participation, the **CPA was not able to achieve its goal of establishing a partnership level of participation** because of how the participants failed to make it to the main decision-making process in form of the audit report writing. Following Arnstein's logic, this limitation of the participants' power in the program should have been a cause of frustration and dissatisfaction in the participants.
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Other emerging themes

- However, these feelings were not present among the participants when they were interviewed about their experiences in the program. In contrast, the participants were happy, satisfied and empowered by the knowledge and skills they learned from their time in the program

Other emerging themes


- Sense of Pride and Achievement
 - Every single participant that the researchers were able to interview displayed a sense of achievement from their participation in the Citizen Participatory Audit
 - 5 out of 11 felt that participating in the program gave them a chance to experience what being part of the government felt like
 - 4 out of 11 felt that they were able to educate their communities through CPA
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Other emerging themes

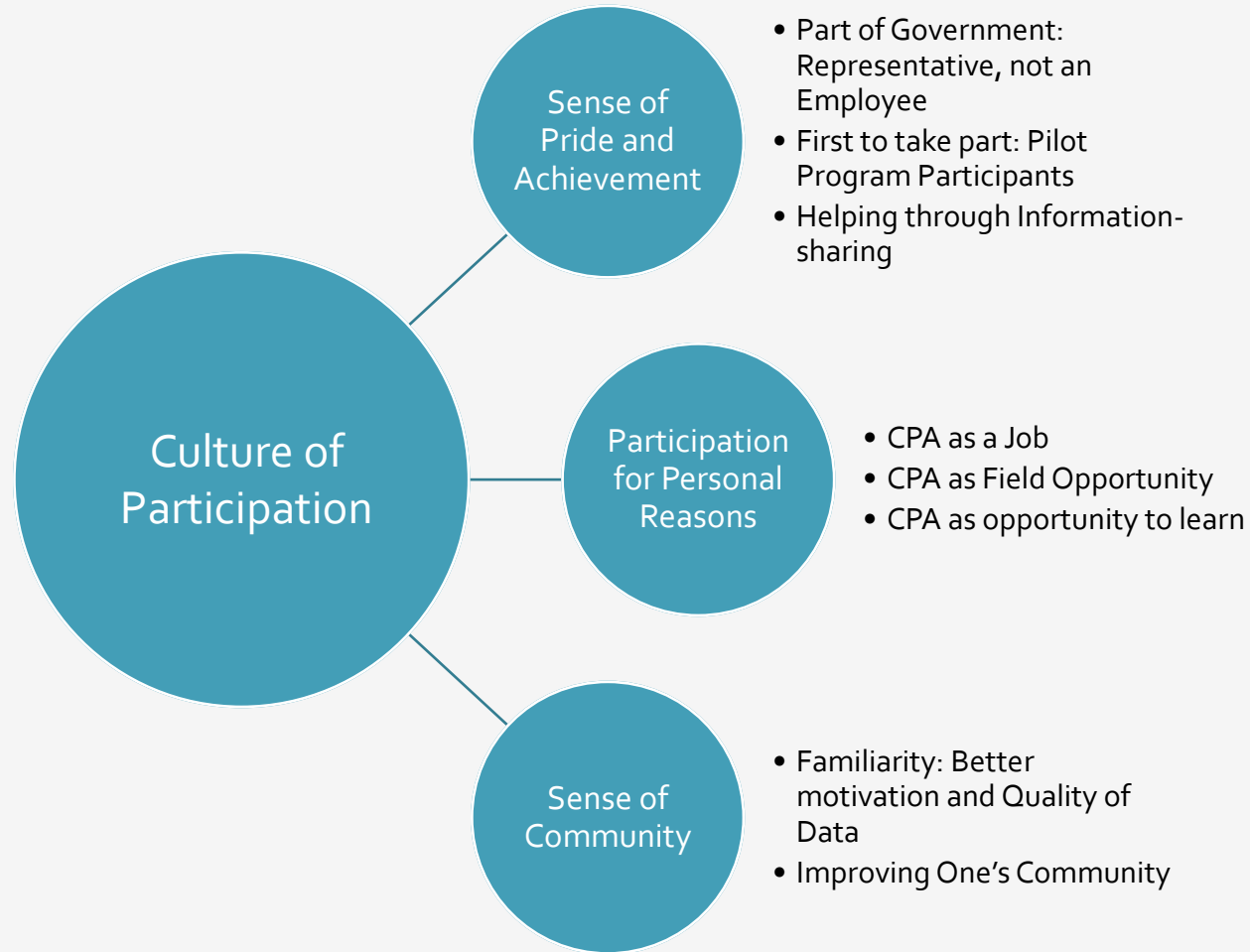
- Participation for personal reasons
 - 3 out of 11 were interested because of the money the allowances offered
 - 2 out of 11 felt that the CPA allowed them to travel and get to know their communities more
 - 4 out of 11 felt that their experience in the CPA developed their communication skills

"I was so lucky na part ako ng initial ng CPA. Very worth it, yung mga oras, init, ikot, pagod."

"Exciting pag lumalabas-labas ka. Iba-ibang mukha ang nakakahalubilo mo, hindi araw-araw na nakikita mo kaya masaya na."



Other emerging themes:



Conclusion

	Questions	Objectives	
Main	What is the level of participation in the CPA?	Explore and reveal the level of participation in the CPA. The other research objectives are as follows	Placation
1	How do the actors define participation in the context of CPA?	To explore how the actors define and understand participation in the context of CPA	<ol style="list-style-type: none"> Means to engage citizens in government activities Avenue to contribute to the community Information sharing
2	How do the actors define and understand their role in the program?	To reveal how the actors define and understand their role in the program	<ol style="list-style-type: none"> Citizens as data gatherers only Citizens as day-to-day (data collection) decision makers Auditors as primary decision makers
3	What facilitating factors to effective participation do the actors experience during the CPA's activities?	To identify what facilitating factors to effective citizen participation have the actors experienced during the program's activities	Culture of Participation <ol style="list-style-type: none"> Sense of pride and achievement Fulfillment of personal reasons for participating Sense of community
4	What measures can be recommended to improve the program?	To make recommendations towards improving the program	Revisit program specifics such as mandate, roles of the diff. participants, training, etc. Foster a healthy culture of participation.

Recommendations

