MUNICIPAL TALAKAYAN

Measuring and Learning Together Toward Results

DESIGN AND TOOLKIT

(Final Version)

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FOREWORD

The Municipal Talakayan Design version 2014 was developed to ensure a standardized conduct of the Municipal Talakayan across municipalities. It is a product of a project to enhance the Municipal Talakayan which documented experiences of and suggestions from various stakeholders, including those involved in the first rollouts of the Talakayan using earlier versions of the toolkit.

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GLOSSARY

4Ps	Pantawid Pamilyang Pilipino Program
ACT	Area Coordinating Team
BLGU	Barangay Local Government Unit
CBMS	Community Based Monitoring System
CCT	Conditional Cash Transfer
CDD	Community-Driven Development
CDP	Comprehensive Development Plan
CLPI	Core Local Poverty Indicator
CLUP	Comprehensive Land Use Plan
CORE GAD	Core Gender and Development Indicator System
DBM	Department of Budget and Management
DRPM	Deputy Regional Project Manager
DSWD	Department of Social Welfare and Development
e-SLDR	e- State of Local Development e-Report
e-SLGPR	e- State of Local Governance Performance e-Report
ELA	Executive and Legislative Agenda
FGD	Focus Group Discussion
FHSIS	Field Health Service Information System
GAD	Gender and Development
GDP	Gross Domestic Product
HDI	Human Development Index
KALAHI-CIDSS	Kapit-Bisig Laban sa Kahirapan –Comprehensive Integrated Delivery of Social Services
LGPMS	Local Government Performance Monitoring System
LGU	Local Government Unit
LPRAP	Local Poverty Reduction Action Plan
LPRAT	Local Poverty Reduction Action Team
M&E	Monitoring and Evaluation
MCF	Municipal Community Facilitator
MCT	Municipal Coordinating Team

MDAC	Municipal Deputy Area Coordinator/Engineer
MDC	Municipal Development Council
MDGs	Millennium Development Goals
MFA	Municipal Financial Analyst
MIAC	Municipal Interagency Committee
MLGOO	Municipal Local Government Operations Officer
MLGU	Municipal Local Government Unit
MPDC	Municipal Planning Development Coordinator
NAPC	National Anti-Poverty Commission
NGAs	Administrative data from National Government Agencies
NGO	Non-Government Organization
NHTS-PR	National Household Targeting System for Poverty Reduction
NPMO	National Project Management Office
PMNSDS	Philippine Minimum National Social Data Set
PSA	Participatory Situational Analysis
RCDS	Regional Community Development Specialist
RPC	Regional Project Coordinator
RPM	Regional Project Manager
RPMO	Regional Project Management Office
SLP	Sustainable Livelihood Program
SRA	Social Reform Agenda

A. BACKGROUND

Kapit-Bisig Laban sa Kahirapan-Comprehensive Integrated Delivery of Social Services (KALAHI-CIDSS) is a community-driven development project implemented by the Department of Social Welfare and Development (DSWD) as one of its key poverty reduction programs. The three poverty programs under DSWD's convergence strategy named "Tatsulo" are the Conditional Cash Transfer (CCT) program (otherwise known as the Pantawid Pamilyang Pilipino Program), the Community-Driven Development (CDD) program (Kalahi-CIDSS NCDDP) and the Sustainable Livelihood Program (SLP).

Since 2010, the Monitoring and Evaluation (M&E) Unit of KALAHI-CIDDS (KC) has introduced enhancements to its systems to better support the increasing scope and complexity of KC. Among the enhancements is the Municipal Talakayan. The Municipal Talakayan (or simply, Talakayan) was originally designed as an end-of-cycle activity to bring local stakeholders to a municipal-level democratic dialogue. It was conceptualized as both a diagnostic tool and a capacity-building tool for local-level democratic dialogue. As a diagnostic tool, it shall assess the level of and changes in the development of the municipality through an understanding of the broader development context and existing local processes. As a capacity-building tool, it is intended to enhance awareness and understanding of the roles and responsibilities of the stakeholders in local development and governance. It is thus expected to build local capacities in results-based participatory M&E through knowledge generation, sharing, and collaborative self-assessment among stakeholders.

The Talakayan provides a snapshot of the conditions and level of development in a municipality taken with the voices of the stakeholders. It provides a story behind the project monitoring information by documenting and understanding the key conditions and experiences of the stakeholders through a process that is transformative and empowering.

B. OBJECTIVES

The Municipal Talakayan is an activity designed to bring local stakeholders to a municipal-level democratic dialogue, the output of which shall be used for planning for local actions going forward. It has the following objectives:
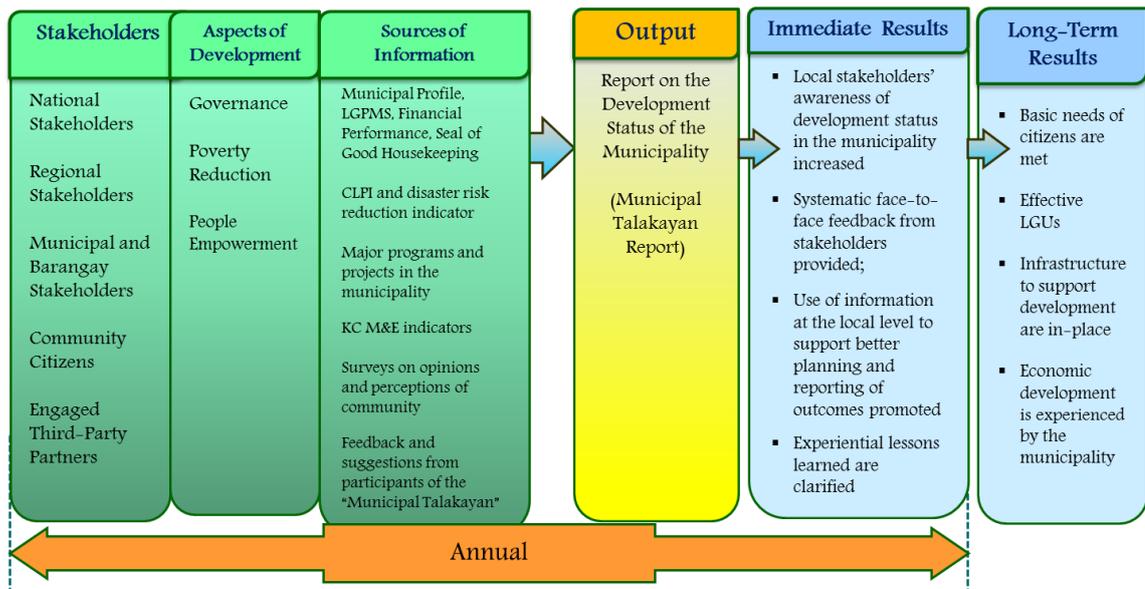
- to increase local stakeholders' awareness of development status in the municipality;
- to provide a venue for systematic face-to-face feedback from stakeholders;
- to promote the use of information at the local level to support better planning and reporting of outcomes; and,
- to clarify experiential lessons learned.

C. FRAMEWORK

The Municipal Talakayan Framework (Figure 1) highlights the key elements, outputs and the intended results of the activity. The stakeholders involved in the Talakayan stretch from the high-

level cabinet cluster down to the barangay level stakeholders, including third-party partners. It also specifies the main aspects of development DSWD address as well as the sources of information (local development indicators), at the minimum. The targeted outcomes or results of the Talakayan are listed. The design's foundation is also emphasized, that all stakeholders work together annually to aim for the result.

The Municipal Talakayan Framework

Stakeholders	Aspects of Development	Sources of Information	Output	Immediate Results	Long-Term Results
National Stakeholders Regional Stakeholders Municipal and Barangay Stakeholders Community Citizens Engaged Third-Party Partners	Governance Poverty Reduction People Empowerment	Municipal Profile, LGPMS, Financial Performance, Seal of Good Housekeeping CLPI and disaster risk reduction indicator Major programs and projects in the municipality KC M&E indicators Surveys on opinions and perceptions of community Feedback and suggestions from participants of the "Municipal Talakayan"	Report on the Development Status of the Municipality (Municipal Talakayan Report)	• Local stakeholders' awareness of development status in the municipality increased • Systematic face-to-face feedback from stakeholders provided; • Use of information at the local level to support better planning and reporting of outcomes promoted • Experiential lessons learned are clarified	• Basic needs of citizens are met • Effective LGUs • Infrastructure to support development are in-place • Economic development is experienced by the municipality

Annual

The details of the framework are provided in the succeeding sections of this toolkit.

D. STAKEHOLDERS

Stakeholders of the Talakayan are from different levels, from the national down to the barangay. Some shall serve as coordinators and data collectors, doing the planning and legwork for the Talakayan day while others shall serve as key informants and sources of feedback. Annex 1 provides details of the contributions of each.

1. National Stakeholders

The national stakeholders are mainly the National Project Management Office Monitoring and Evaluation (NPMO M&E) team. The NPMO M&E shall take ownership, including future enhancements, of the design of the Talakayan; and, shall start the Talakayan process by orienting the various Regional Project Management Office Monitoring and Evaluation teams (RPMO M&Es).

2. Regional Stakeholders

The Regional Stakeholders of the Talakayan are the RPMO M&Es who shall serve as the regional coordinators for the implementation of the Talakayan. The RPMO M&Es shall

take charge of procuring the third-party partners that may be needed in the implementation of the Talakayan; orient the municipal stakeholders who shall serve as data collectors; supervise the construction of the various municipalities' workplans and their implementation; and, the integration of the various outputs and reports.

3. Municipal Stakeholders

Municipal stakeholders may be categorized into those who shall serve as Talakayan coordinators and data collectors and those who are the participants during the Talakayan day.

a. Area Coordinating Team and Municipal Coordinating Team

The Area Coordinating Team (ACT) and the Municipal Coordinating Team (MCT) are composite teams responsible for the implementation of KC processes and work directly with the community, the LGUs, and other stakeholders of the project at the municipal and barangay level. The ACT is deployed in the municipality by the Department of Social Welfare and Development (DSWD), while the MCT is formed by the Municipal Local Government Unit (MLGU) to support KC Project implementation.

For the Talakayan, the ACT and the MCT shall serve as coordinators in the municipal level. The ACT shall further serve as the main data collectors for the Talakayan. They shall collect reports and documents along with any databases already in spreadsheets. They are expected to review and validate the information they collect by interviewing key informants. Documentation of the review and validation shall be part of the Talakayan report.

Depending on the number of barangays in a municipality, the number of ACT members varies:

- Area Coordinator (1 per municipality)
- Deputy Area Coordinator/Engineer (1 for every 25 barangays)
- Municipal Financial Analyst (1 for every 25 barangays)
- Community Facilitator (1 for every 5 barangays)

The MCT, on the other hand, is sometimes seconded by existing LGU staff or hired by the MLGU. The team is composed of:

- Municipal Deputy Area Coordinator/Engineer (MDAC)
- Municipal Financial Analyst (MFA)
- Municipal Community Facilitator (MCF)
- Municipal Gender Focal Person
- Municipal Encoder

Within the 3 year period, the ACTs and MCTs must work to institutionalize KC within the LGU.

b. Municipal Inter-Agency Committee (MIAC)

The MIAC is an ad-hoc structure formed through Executive Order by the Municipal Mayor as part of the requirements for entry of the municipality into the KALAHI-CIDSS Projects. The MIAC members are key informants and data providers needed for the information needed for the Talakayan. They are also among the targeted participants during the Talakayan Day.

The MIAC is composed of the heads of the various offices, bureaus, and services of the MLGU; it is composed of:

- Municipal Mayor
- Municipal Social Welfare and Development Officer (MSWDO)
- Municipal Health Officer (MHO)
- Department of Health Representative
- Department of Education Supervisor
- Municipal Local Government Operations Officer (MLGOO)
- Municipal Agriculturist
- Municipal Engineer
- Municipal Accountant
- Community Environment and Natural Resources Officer (CENRO)
- Municipal Planning and Development Coordinator (MPDC)
- Representatives from other projects (e.g. NHTS-PR and 4Ps)

4. Barangay Stakeholders

Barangay stakeholders include barangay captains and community citizens. They shall serve primarily as participants during the Talakayan day.

a. Barangay Captains, Tribal Leaders, and Other Influential Persons of the Community

At the barangay level, all Barangay Captains from both prioritized and non-prioritized barangays should participate. Prioritized barangays for the cycle are barangays who have their sub-project proposals selected through competitive selection and funded by KC and MLGU cost-sharing; meanwhile, the non-prioritized barangays are those with proposed subprojects which were not selected during a cycle.

Add-on participants are those representing: tribal leaders or elders and influential persons such as religious leaders.

b. Community Citizens: Volunteers and Non-Volunteers

The Municipal Talakayan is designed to engage community citizens during the actual day. Community citizens may be classified into volunteers and non-volunteers. The volunteers are those who play a direct role in implementing key KC Project activities involving different community organizing strategies at the community and the municipal level. On the other hand, the non-volunteers are ordinary citizens who are not directly engaged in any KC Project activities and are ideally representatives of the marginalized sectors of the community. The labels "Volunteers" and "Non-Volunteers" need to remain internal to the project team and should be replaced with "Community Citizens Group A" and "Community Citizens Group B" in the Participants' Registration Forms and during the Talakayan Day.

The total number of volunteers and non-volunteers per municipality shall be determined by the RPMO M&E. The actual volunteers and non-volunteers that shall represent their respective barangays shall be selected by the respective ACTs. Annex 2 provides an example of how to determine the number of participants including volunteers and non-volunteers.

The actual volunteers and non-volunteers that shall represent their respective barangays shall be selected by the respective ACTs. Annex 3 provides the procedure in selecting volunteers and non-volunteers.

5. Third-party partners

In recognition of the limited staff of DSWD, third-party partner/s will be engaged to facilitate the conduct of the Talakayan of various municipalities. Such strategy is also expected to enhance LGU-Third Party engagements which are being promoted in the Local Government Code as part of good governance. Third-party partners will also be engaged to address two more limiting concerns in the LGUs – data limitations and capacities of staff. One or more third-party partners for the Talakayan shall do the following tasks:

1) Integrate all data collected by ACT and MCT for presentation in the Talakayan;
2) Serve as lead facilitators and documenters for the Talakayan under the guidance of RPMO; and,
3) Provide technical and administrative support for the activities of the pre-Talakayan phase, Municipal Talakayan Day, and activities of the post-Talakayan phase.

In many municipalities, NGOs are experienced in community facilitation but not in data collection and data analytics. Thus, the usual scenario would be to engage two third-party partners; one for facilitation and documentation and the other for data collection and analysis. The third-party partner/s can be an academic/research institution, non-

government organization (NGO), or individual consultants with specific strengths on local governance; data collection, processing and analytics; facilitation and documentation; communication and information dissemination. They are expected to have an understanding of the local context (at least at the regional level) and with positive relationships with LGUs. The third-party should make the content of the presentations and activities lively, meaningful, and interactive. Engaging various third-party partners with specific skills is a quality assurance tool that ensures quality information fed into the Talakayan and quality outputs from the Talakayan.

Annex 4 provides a sample TOR for third-party engagements as well as a list of institutions that may be considered for such engagements. Many of these institutions are training institutions that may also provide trainings for LGU staff on data collection and analytics. Two new government agencies that may also become firm partners for the Talakayan are the Philippine Statistics Authority (merger of the National Statistics Office, the National Statistical Coordination Board, the Bureau of Agricultural Statistics and the Bureau of Labor and Employment Statistics) and the Philippine Statistical Research and Training Institute (formerly the Statistical Research and Training Center).

A Regional Cluster Orientation shall be conducted to serve as venue for clarifying the roles and tasks of all that shall be involved in the activities of the pre-Talakayan phase, Municipal Talakayan Day, and activities of the post-Talakayan phase.

E. ASPECTS OF DEVELOPMENT AND SOURCES OF INFORMATION

The Talakayan aims to present the following development status of the municipality for each of the following aspects of development:

- Governance
- Poverty Reduction
- People Empowerment

The three aspects of development are chosen as part of the Talakayan since these are the ones that have been consistently included by various agencies/countries/organizations' as their areas of development. The following are some other development measures in the country: (1) the World Bank's World Development Indicators for country level indicators; (2) the Philippines' and other countries' Millennium Development Goals (MDGs) indicators; (3) the results matrix of the Philippine Development Plan 2011-2016; (4) the Human Development Network's Human Development Index (HDI) as a tool to measure the overall achievements in three basic dimensions of human development; (5) the Philippine Minimum National Social Data Set (PMNSDS), as documented by Bascos-Deveza (2001), with a core set of 15 indicators consisting of six data items in the area of population and development, four measuring absolute poverty, four measuring productive employment and unemployment and one general measure of population disaggregated by sex and age; (6) the Philippines' Core Gender and Development Indicator System (CORE GAD), also documented by Bascos-Deveza (2001), consisting of 20 core indicators

for monitoring the outputs and impact of the Philippine Plan for Gender Responsive Development and the Beijing Platform for Action; and, (7) the 14 Core Local Poverty Indicators (CLPIs) identified by the National Anti-Poverty Commission (NAPC) used for the Social Reform Agenda (SRA) in the 1990s to address poverty reduction in the country.

The following sources of information are targeted to provide the status of development:

1. **For Governance**

   a. Municipal Profile, to include the following:

      i. Vision, mission, goals
      ii. Administrative structure (LGU composition, MDC and other local special bodies)
      iii. Demographic data

   b. LGU Thrusts and Performance in LGPMS

   c. Seal of Good Housekeeping

   d. Financial Performance

   e. Major projects and programs in the municipality and funding sources including KC

Financial performance and listing of major projects and programs with funding sources are provided with templates in Annex 5 for proper recording.

2. **For Poverty Reduction:**

   a. 14 Core Local Poverty Indicators

   b. An indicator on disaster risk reduction (proportion of barangays implementing disaster risk reduction activities)

Examples of disaster risk reduction activities are: risk and hazard mapping, training of households and individuals on rescue and evacuation, and installation of early disaster warning systems.

3. **For People Empowerment:**

   a. KC M&E indicators including participation of women and marginalized sectors in assemblies and fora.
   b. Those with more updated data and more technically capable staff can present more indicators such as the ones listed in a survey of development indicators in Annex 6. Specifically, the additional information

that can be presented is the databases identified for the data collection for LPRAP. These are:
1) Community Based Monitoring System (CBMS)
2) Field Health Service Information System (FHSIS)
3) National Household Targeting System (NHTS)

F. FREQUENCY

The Municipal Talakayan should be done annually. For the first cycle, it is suggested to be an end of cycle activity of KC. For succeeding cycles, Municipal Talakayan shall be synchronized with planning and budgeting of the MLGU. Thus, it could start in February with the target to submit the report to the MLGU in June or July.

G. ACTIVITIES

The activities of the Municipal Talakayan are grouped into three phases:

a. Pre-Talakayan phase

b. Municipal Talakayan Day

c. Post-Talakayan phase

The first phase is the Pre-Talakayan phase with duration of 3 months. It consists of the following preparatory activities:

- Third-party engagement;
- Development of the regional proposal for the Municipal Talakayan of municipalities in the region;
- Workplanning and coordination activities among various responsible groups (RCPMO M&E, Third party/ies engaged for the Municipal Talakayan, ACT, LGU officials, others);
- Collection of documents needed for the Municipal Development Agenda (Annex 7) provides a list of the MLGU documents to collect and review);
- Data Collection for the Development Status from various sources of information
- Processing and analyses of the data collected including summary of Needs, Interventions, and Gaps; and
- Preparation of materials for the Talakayan including the Gallery that shows the development status of the municipality as well as plans and activities for the coming year.

The second phase is the Municipal Talakayan Day itself (Annex 8 details the activity through a Session Plan). The Municipal Talakayan Day is a whole-day activity that has the following programme:

- Part 1: Presentation of the Municipal Profile and Development Status of the Municipality using indicators under the three aspects of development
- Part 2: Presentation of Summary of Needs, Interventions (including KC), and Gaps (Annex 9)
- Part 3: Presentation of the Municipal Development Agenda - Plans and Activities for the coming year
- Part 4: Gallery Walk (participants go through a guided tour of the Gallery and post their feedback, comments, and suggestions. Instructions for these are in Annex 10
- Part 5: Talakayan Synthesis, Next Steps, Participants' Evaluation of the Municipal Talakayan

The third phase is the Post-Talakayan (duration of 2 months after Municipal Talakayan Day). This phase shall include the following:

- Talakayan Evaluation and Day-After Processing that shall be done with the RPMO M&E, the ACT, the MCT, and third-party partners;
- Roadshow of the Gallery wherein it is brought to various municipal and/or barangay venues for the purpose of disseminating information and getting more feedback from the community. It is suggested that this Gallery then eventually stay in the Municipal Hall until it is replaced by the Gallery of the next Municipal Talakayan; and
- Writing of Municipal Talakayan Report including feedbacking and revisions.

The activities for the preparatory work, Talakayan Day and post-Talakayan Day phases, with time frames and person/s or unit/s responsible are listed in the table below:

Roles of Talakayan Overall Coordinators and Field Coordinators

Overall Coordinators	Roles
NPMO M&E	• Serve as technical specialists; • Orient RPMOs on the Talakayan Design and Toolkit; • Consolidate the regional inventories of third-party partners developed by the RPMOs into a national inventory of third-party partners; • Oversight function in terms of management of the Talakayan with the end view of building capacities of RPMOs to manage the annual activities in each covered municipality; and,

	• Manage and consolidate outputs from the municipal, regional and national levels.
RPMO M&E (in coordination with RPM, DRPM, RPC, RCDS and/or other key RPMO staff)	• Oversee the management and implementation of the Talakayan Design in each covered municipality in the region; • Serve as coordinators and organizers between NPMO and municipal levels; • Develop an inventory of possible third-party partners and invite them to participate in the Talakayan; • Provide Municipal Talakayan orientation to the ACT, MCT, CSO, Mayor, Vice Mayor, MPDC, MLGOO; • Identify the MLGU Talakayan point person In consultation with ACT-MCTI; • Determine the total number of participants to the Talakayan per municipality; • Review and consolidate municipal and regional data and documents which shall serve as inputs to the Talakayan; and, • Consolidate and manage Talakayanoutputs from municipal and regional levels.
Talakayan Field Coordinators	
ACT-MCT (in coordination with MPDC)	• Serve as liaison unit with RPMO, MLGU, and BLGU; • Select the actual community participants of the barangay to the Talakayan; and, • Do data collection and ensure that all stakeholders submit data as scheduled.

H. OUTPUTS

The outputs of the Talakayan shall be the reports at different levels:

1. Municipal Talakayan Report
2. Regional Consolidated Talakayan Report
3. National Consolidated Talakayan Report

The first-level output of the Talakayan is the Municipal Talakayan Report which will be produced by the third-party partner with the guidance of the RPMO M&E and after further analysis/processing of the results presented in the Municipal Talakayan and after a Day-After Talakayan Evaluation with the RPMO M&E, ACT, MCT, and the MLGU key person.

The Talakayan Reports shall have the following components:

1. Documentation Report (in English)
    a. Documentation of the Pre-Talakayan Phase
    b. Documentation of the Municipal Talakayan Day including the Day-after Talakayan Evaluation

2. Analyses of the data collected for the Municipal Talakayan

Analyses of the data collected for the Municipal Talakayan should be linked to its framework. The sessions of the Municipal Talakayan shall answer the following questions:

1) What is the profile of the municipality?
    a. Vision, mission, goals
    b. Administrative governance (LGU composition, MDC and other local special bodies)
    c. Demographic data
    d. Financial profile

2) How is the municipality performing (using LGPMS and Seal Good Housekeeping)? Is the performance better now than before?
3) Are the basic needs of its citizens being met? What is their situation now compared to previous years in the following areas(use CLPI plus 1):
    a. Health
    b. Nutrition
    c. Shelter
    d. Water and Sanitation
    e. Basic Education
    f. Income
    g. Employment

h. Peace and Order

i. Disaster Risk Reduction

4) What are the programs and projects that have been provided in the municipality under the following areas and what agencies/programs provided them (including KC):

a. institutional development

b. social development

c. economic development

d. infrastructure and physical development (including disaster risk reduction)

e. environmental management?

5) Has KC contributed to the any change (positive of negative) across time? In what areas? What percentage of PSA priority areas were funded outside KC?

6) Is there more participation of women and marginalized sectors in assemblies and fora?

7) What are the levels of trust of the community on their officials?

8) What are other significant opinions of the community on issues deemed important in discussing development status of the municipality.

For quantitative indicators, the analyses could range from the more basic descriptive analyses (tables, graphs, and summary statistics) to the more analytical (correlation, scenario building/simulations, trend analysis). It should be noted that total figure from all KC municipalities shall not be regarded as the provincial figure. In addition, for consolidation purposes, all numbers should be total and percentages should be in averages.

H. SUSTAINABILITY

It is suggested that the Human Development and Poverty Reduction Cabinet Cluster be part of the stakeholders. The Cluster shall ensure sustainability of the Municipal Talakayan by harmonizing it with the Local Poverty Reduction Action Plan (LPRAP) and mandating the conduct of the Municipal Talakayan. It is recommended that the Municipal Talakayan be the first step in the Grassroots Participatory Budgeting Process of the LGUs.