



## Transfer Concept

“People-Private-Public-Partnership (PPPP) to improve local infrastructure”, Bacolod City, Philippines

The project is implemented by Bacolod based on the best practice from Toul Sangke, Cambodia. For further information, please visit: [www.DELGOSEA.eu](http://www.DELGOSEA.eu)

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BACOLOD CITY:

# **SURGING AHEAD**

THROUGH

## People-Public-Private Participation in Local Governance

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## INTRODUCTION

People-Private-Public-Partnership has been in existence in the City of Bacolod. This has been evident with the membership of the various sectors in the different councils, task forces, and committees among others of the city government of private sectors like academe, cause-oriented groups, non-government organizations, clubs, business establishments, professional groups, among others.

Bacolod has been blessed with the very active, vigilant civil society, non-government organizations who have been partners of the city in many of its major projects/programs but mostly on social projects.

Consistent with the thrust of the national government in maximizing private sector participation in government affairs, the city mayor also gives importance to people participation and believes that great things can be done with the support of each and every member of society.

In 2010, Bacolod City was chosen as one of the pilot areas under the Democratic Local Governance in Southeast Asia (DELGOSEA) among the one-hundred twenty-two (122) cities in the country. Bacolod City was chosen as pilot area based on certain criteria such as: Good track records in exercising local government functions, solid potential of human resources, strong leadership quality of the mayor and senior local government officials and capability of the city to replicate the best practice.

Bacolod was expected to formulate a transfer concept of the best practices chosen among the five countries in Southeast Asia such as Thailand, Indonesia, Vietnam, Cambodia and Philippines. The city chose to replicate Cambodia's concept on people-private-public partnership in improving local infrastructure. This has ushered in new innovations and challenges to the city's strategies in the implementation of its programs. It is believed that people's participation is an integral part of local government's strategies in improving people's lives, especially the disadvantaged groups.



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## METHODOLOGY

### A. Creation of Pilot Area Project Team

A team was created by the city through an executive order issued by the chief executive to plan, prepare the activities for the transfer concept in the City of Bacolod composed of management team, project technical working group and the support system. The executive order also included individuals, non-government organizations, experts, city departments and all other sectors whose involvement may be needed in the duration of the project.

The following duties and functions of the members of the team as stipulated in the executive order are:

#### Management Team:

- Approve the project identified for transfer concept
- Provide executive support such as budgetary requirements, manpower and logistics needed for the undertaking
- Provide legislative support necessary for the project

#### Project Team:

- Facilitate the transfer of concept as well as facilitate the implementation of the project
- Conduct research and study necessary for the successful implementation of the project
- Data gathering and analysis
- Prepare draft and final module of the transfer concept
- Coordinating group between LGU, LOGODEF/DELGOSEA through the resident coach

#### Support Team:

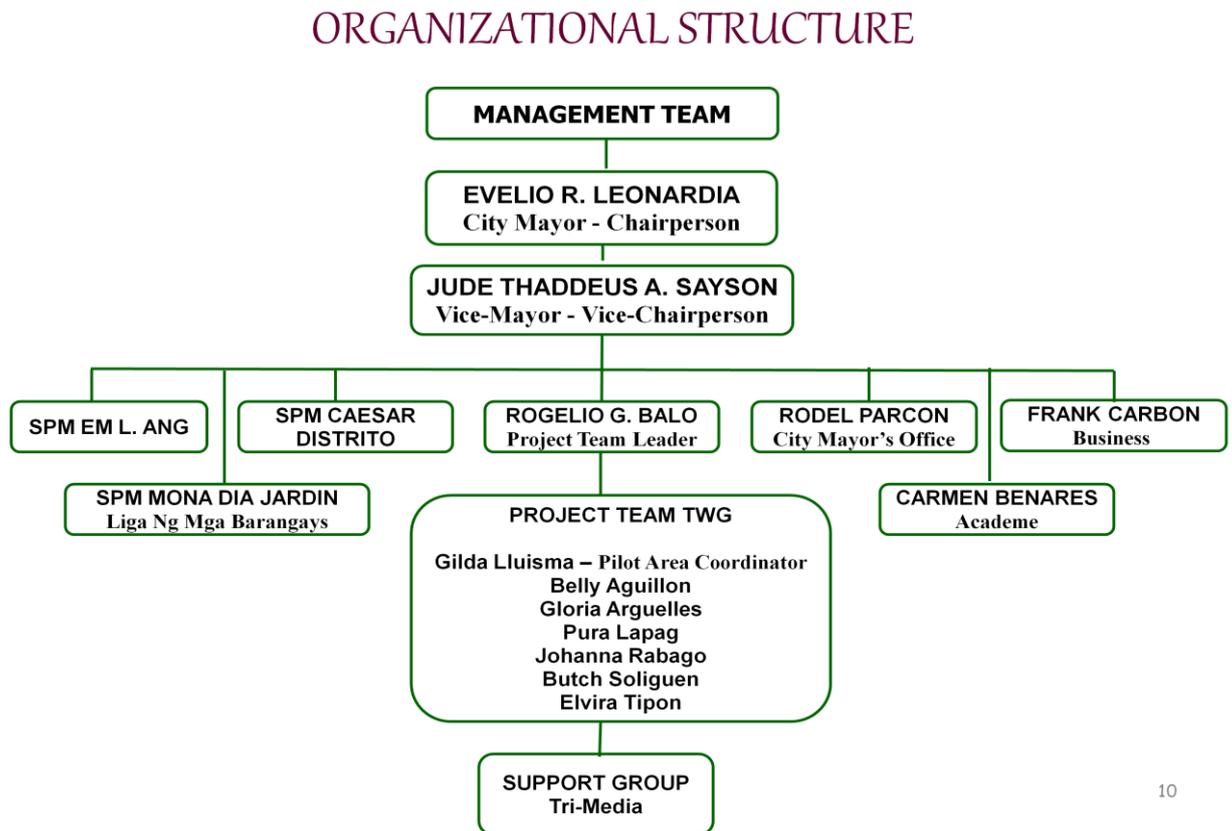
- Assist in the dissemination, information and promotional activities of the project
- Provide assistance during the monitoring and evaluation of the project



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Figure I: Organizational Structure



Daily meetings and series of private-public consultations and hearings were conducted by the project team for information dissemination and identification of appropriate infrastructure project that will facilitate people participation and provide venue for collaboration of many individuals who will be consulted and engaged in the project that will significantly amplify the realization that social responsibility is not just the business of government but the duty of every resident or citizen to be consciously involved in the affairs of government.

Bacolod City is motivated to replicate Cambodia’s best practice in people participation believing in the same principle that it is through people where solutions to problems are best achieved.



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## B. Capacity Building

In order to facilitate the transfer of the best practice concept, a series of trainings and seminars were given to capacitate employees in the pilot area and assist in the replication process of best practices in local units. Training for coaches was given to representatives of the local units and series of coordination meetings, workshops such as workshop on social marketing, familiarization of best practice to be replicated and frequent monitoring by the national coordinator were undertaken as well as exchange visit activities.

### Cambodia Visit

A visit to the best practice host, Toul Sangke, Cambodia was sponsored by DELGOSEA to enable the pilot area to conduct ocular visit and exchange ideas and learnings with the best practice host.

The exchange program aimed at enriching the knowledge of the pilot area about the best practice to be replicated by providing additional input through personal exchange of ideas which go beyond documentation of the BP model. The exchange visit also believed that an actual immersion to and firsthand observation of the implementation and sustainability of the BP example will give the pilot area a more comprehensive appreciation and understanding of the selected model.

During the visit Bacolod team were able to meet the different private sector partners and also the projects that were undertaken through people-public-private-partnership. Toul Sangke officials also shared their experiences and discussed how they were able to succeed in mobilizing and encouraging people to take part in the project.

### First National Workshop

The first national workshop was organized by DELGOSEA in Manila. This was participated by representatives from all pilot areas, experts, LGAs, academe and national coaches. Each pilot area presented status of the replication project where assigned experts gave their feedbacks and recommendations to allow the replication



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process to succeed. The group were then divided for a workshop and a thorough analysis between the BP model and pilot area was done by group.

As a result of the workshop, below is the table showing the points discussed:

Table 1:

Assessment of the Situation of BP Host and Pilot Area

A comparative assessment of the BP host (Toule Sangke, Cambodia) and pilot area, Bacolod City is shown in the table below.

	TOULE SANGKE, SANGKAT	BACOLOD CITY
Project title	People-private-public partnership to improve local Infrastructure	People-private-public partnership to construct Bacolod Youth Home
Political unit	Sangkat-fourth and lowest tier of government in Cambodia	Highly urbanize city
Population	100,000 day population	540,000
Devolution of Power	After February 2002	Local government of 1991
Land area	635.31 hectares	16,171.07 hectares or 161.45 sq. kilometers
Villages	Three (3) villages	Sixty-one (61) barangays

Given the differences between the BP host and the pilot area, is it deemed possible for the transfer concept of Toule Sangke to Bacolod City? Analysis made on the BP concept show that it is transferable or can be replicated in the city of Bacolod with some minor changes that will be made to allow the transfer of concept.

Some of the hindering factors identified in the transfer of concept are public acceptance, public participation, financial constraints, laws and rules or government policies on restrictions/prohibitions.



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Table 2. Hindering Factors and Changes for Replication

Elements in BP	Hindering factors to transfer concept	Possible solutions or changes required to transfer concept
Financial capability	Financial capability	Non-monetary contributions Technical support from various non-government groups, civil society, associations and clubs
Individual /people participation	Public cynicism	Awareness of RA 9344 Utilize media support Increase number and substance of consultation Transparency
Individual financial contribution	Laws that prohibits government employees from soliciting funds from individual private sector (RA 6713-Code of ethical standards for government officials and employees)	Open option to non-monetary contributions from individual and private firms

### Social Marketing Plan

Community involvement, active people participation and social acceptability and popular support are essential factors in ensuring the success of the replication of the best practice in the pilot area, hence social marketing is considered as an important tool in realizing this end.



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The main objectives of the social marketing workshop were:

1. Provide coaches from the LGAs, academe, and partners a venue to learn the use and relevance of social marketing in mobilizing stakeholders and partners to participate in LGU projects;
2. Capacitate coaches in the conduct of social marketing workshops focused on sensitizing the importance of the BPs to be replicated in pilot LGUs; and
3. To prepare action plans on the conduct of social marketing workshops in pilot\ areas.

The city of Bacolod came up with various activities as part of its social marketing plan to mobilized and encourage the active participation of its strategic partners such as: marathon for a cause, pledge of commitment, name the youth home contest, among others.

Social Marketing as a tool also showed effective way of marketing or selling ideas to the private sector to gain acceptability and support through identifying target market and segmenting each market based on wants and needs, proper or appropriate timing in launching projects and behavioral cost in doing a particular activity.

## STRATEGY

The project strategy is set in the following order :

Stage 1: Management & Project team convene with public sector representatives to discuss the following:

- Technical aspect such as site selection/land identification
- Infrastructure design that would suit the needs of the program
- Financial requirements
- Administrative aspect

Stage 2: Management and Project Team meet the identified strategic partners to discuss project details, identify roles, and commit the resources needed.



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Stage 3: Project Team and partners conduct fieldwork to survey the location and identify of proposed site to survey The public and private sector representatives along with the project team shall conduct fieldwork on the proposed development center (survey of location, materials, sponsors, etc).

- Survey
- Costing – Phase 1

Stage 5: The planning and scheduling for the actual establishment of the development center.

- Phase 1 – one year starting Aug. 2012

Phase6: The execution of the mentioned plans of action.

Phase7: Evaluation & Monitoring

### **BP Model: Cambodia `s People Participation Experience**

An overview

Due to financial limitations, Toul Sangke Sangkat's council could not improve the state of its physical infrastructure that could keep up with the vast needs of its rapidly increasing population and urbanization. The Sangkat used the commune/sangkat planning process to work with its three villages to gather people's ideas and financial contributions to match with the annual C/SF allocations and or Phnom Penh capital's development fund.

Majority of the residents were involved in the planning process, in identifying needs and in agreeing on possible solutions. The following elements were established by the Sangkat to improve transparency, and effectively manage the people and the public funds:

- Creation of planning and budgeting committee to work with three villages from the planning stage through project completion/evaluation stage;
- Set up various committees to deal with the collection of people's contributions, procurement/bidding of the work, project management and regular monitoring, and technical supervision;



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- After agreement was reached on specific project to be undertaken, technical feasibility study and costs estimates were conducted;
- After feasibility study was conducted, contributions from private firms located in the Sangkat, rich individuals and ordinary residents were collected to add to the fund that the Sangkat's council had secured from the government's sources;
- All contributions were recorded, publicly placed on the Sangkat's information board, other public places and in front of the contributor's residence.

#### Decentralization-Philippine Setting:

The passage of the Local Government Code of 1991 gave way to the devolution of national responsibilities to the various levels of local government. The resulting decentralization of government gave new mandates to the local government units (LGUs) which were previously dependent on the command from "Imperial Manila". The promotion of decentralization gave an opportunity to creative and enterprising LGU executives to develop their localities with minimum interference from national government authorities.

The Local Government Code of 1991 stipulated an extensive participation from people in drafting local policies; the participation of various civil society organizations and people's organization in the planning process has been strengthened.

In the case of Cambodia, its decentralization initiative only started in the year 2002 when it hosted the rotating chairmanship of the ASEAN organization that coincided with their commune election of February 2002. This election of the commune officials basically democratized all levels of local government in Cambodia. It allowed elected officials to exercise accountability to their localities and the possibility of creating development plan outside the control of the dominant political parties in the center of the national government.

The accountability of local officials extended up to the *Sangkat/Communes*, which is the lowest level of government. The Sangkat/Communes all over Cambodia is the most immediate level of government that is accessible to the people. This initiative to extend autonomy is a far cry from the overly centralized nature of Cambodian government prior to the 2002 elections when the executives of the local government units were appointed



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by the central government officials who then normally appoint political party allies in the provinces.

In contrast with Bacolod City, the Best Practice host-Toule Sangke, is one of Phnom Penh's 76 Sangkat, the fourth and lowest tier of government in Cambodia located in a newly developed area. It has a Total of 49,636 registered population (or about 100,000 day population due to numerous garment factories). It has total size of 635.31 ha and divided into three villages. It is governed by eleven directly elected councilors who are supported by one appointed Ministry's of Interior's clerk and 20 police and eleven voluntary personnel.

While Bacolod city, the pilot area is a highly urbanized capital for communication, trade and service center of the Province of Negros Occidental, one of the twin province of Negros island in the cluster of Visayan Islands in the heart of the Philippine Archipelago. Estimated population of the City is more than 500,000 or half a million which is approximately 25% of the total population of the province of Negros Occidental.

Bacolod is governed by the City Mayor who is the head of the executive branch and a vice-mayor who heads the legislative branch with twelve councilors who are all directly elected by the people. The president of the Association of Barangay Captains who is elected by the barangay captains themselves and a youth representative elected by their peers also sits at the council.



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## Project OBJECTIVES

“Doing better than our best”, this was the culminating statement of the City Mayor during recently concluded State of the City Address. In the pursuit of bringing Bacolod City to greater heights-the Mayor challenged the people of Bacolod in DOING BETTER THAN THEIR BEST!.

Bacolod City has been consistent awardee in various fields like being a Business-friendly City in Philippines , DILG has given the city the “Seal of Good Housekeeping” an honor given to 43 cities out of 138 cities in the country today. This award validates Bacolod city as among the LGUs with sound local government practice. Bacolod have also been consistently awarded national finalist of the Most Child-Friendly City. The city has a well-balanced programs in the different fields of governance. Indeed Bacolod City is surging ahead and is deem to sustain such growth and momentum. It is also believed that peace and order are critical in the growth and development of a city.

After a thorough deliberation, the team conducted a half-day consultation meeting with the representatives of various private sector including business sector, non-government organizations, social and cause-oriented groups, academe, BPOs, among others discussed urgent and pressing issues faced by the City and as a result, the problem of children in conflict with the law surfaced as a social concern that need to be addressed immediately. Through the Department of Social services and Development, the city is taking care of the youths who offended the law and provide them with a rehabilitation program. On the average, the city caters to about 497 children in conflict with the law, 414 boys and 83 girls in the present Social Development Center.

Bacolod City is faced with, among others, problems of children who are in conflict with the law (CICL-juvenile delinquents). Though, based on police records, the number of CICL may not be that significant compared with the figures in the national level. Recently, it was reported on local TV news that the Province of Negros where Bacolod City is its capital, ranked number one in CICL cases. Bacolod being a consistent awardee



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as the most livable city in the Philippines (mid-size city) is challenged with this social issue.

By the year 1990, improvement of programs for the protection of children has been the major goal of government. With the seemingly unstoppable increase in population in the country, more poor children endure deprivation, poverty, and suffering. Unfortunately, they eventually end up as violators of the law increasing criminality in society. Thus, it became imperative for the local government to provide a place for the treatment of these young offenders where the integrated services are given in accordance with their different life situations. Overall, the goal was to make the reformation meaningful, to restore their normal functioning and reintegrate them back to their family and community.

At present what the City has is a Social Development Center which caters to children below eighteen years old who are in especially difficult circumstances or as referred to by the local police precincts or through the women's and children's desk of the police department, and the anti-mendicancy task force found to be in need of special protection. However, the existing facility is inadequate to provide the needed services for these children due to lack of space to provide the different services and intervention.

With the future of these children in mind, the City Government of Bacolod envisions a youth home ideally designed to provide not only a temporary shelter for CICL but a home where they can have the best care or a chance to have a new life and feel whole again. Hence, the construction of the new facility for children in conflict with the law was given a priority project.

Bacolod City is motivated to replicate Cambodia's best practice in people participation believing in the same principle that it is through people where solutions to problems are best achieved.

Considering the pioneering efforts that a best practice in Asia will actually be replicated in Bacolod City as the only city in the country to have been chosen for the project, it was expected that the collaboration of the many individuals who will be consulted and engaged in the project will significantly amplify the realization that social responsibility is not just the business of government as it is likewise the duty of every



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resident or citizen to be consciously involved in the affairs of government. The Youth Home project desired to achieve that goal.

The city aimed to replicate Cambodia's concept of people-public-private partnership in improving local infrastructure.

The project is anchored in the following objectives:

- Transfer and institutionalize Cambodia's concept of people participation in local governance in the construction of a youth home;
- Facilitate the establishment in the City of Bacolod an integrated program where the integrated services for the rehabilitation and reintegration of children in conflict with the law can be adequately provided;
- Provide a holistic approach in the enforcement of a comprehensive community-based diversion program for child and youth offenders in partnership with people, organizations, and society with the end-goal of increasing the number of children finally reintegrated back to their families and the communities;
- Strengthen people participation in future government projects in an optimal way.

The project aimed to replicate Cambodia's concept of people-public-private-participation in Bacolod City's local governance in the construction of the Bacolod Youth Home.

Specifically, the project sought to determine the extent of people participation in the construction of the youth home and in the delivery of essential services in the new facility. This required identifying the strategic partners and the contributions they were willing to give in quantifiable terms (number of donated materials, peso value of monetary contributions, duration of the contributions). While the local government had provided the funds to construct the first phase of the building, there was still the problem of providing the interior requirements such as bed bunks, linens, pillows, furniture, equipment among others so that the facility can operate as soon as the building is completed.

The project also sought to engage the commitment of the partners/people to ensure sustainability of the operations of the youth home with the human and financial resources available. The long term value of the project for the children, their families,



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and the community must be maintained and continued after the initial funding period is over. Basically, there was a need in structuring the partnership with clearly defined roles, lines of authority and responsibility, mechanisms to ensure transparency of transactions with effective governance at the core of the project and social growth for the intended outcome. A plan of action was developed to address the moving of resources, participant and community interest from lower to higher productivity. Considering that program sustainability is a difficult process, the need to manage the shift of changes as may be affected by legal, political, social and economic factors was also considered even at the early stage of project implementation. This was done by institutionalizing the project in the local system through a memorandum of agreement or a local ordinance defining the extent of people-public-private participation, and provided mechanisms to ensure that accountability for funds and specific responsibilities are clearly defined.

## Operational Framework

The Philippine Constitution of 1987 declares that the state shall “recognize the vital role of children and youth in nation building and promote and protect their physical, moral, spiritual, intellectual and social well-being.” (Sec 2. Article II, Declaration of Principles and State Policies). Section 3(2) Article XV(the Family), the constitution committed to defend the “right of children to assistance, including proper care and nutrition, and special protection from all forms of neglect, abuse, cruelty, exploitation and other conditions prejudicial to their development”. Recently, Republic Act 9344(Juvenile and Welfare Act of 2006) was enacted into law. It is the latest in the series of Philippine initiatives in the protection of children that provides a better way of reform instead of detaining children and youth offenders in jail. The law provides that community-based options shall be implemented in handling children at risk and children in conflict with the law. Such community intervention program shall be in place under a facility where the different services for the rehabilitation and reintegration of the child or youth offender can be given. The provision of a temporary home life until the child is reconciled with the family is where these services are expected to be performed without which the agreed community diversion program may be difficult to manage or may not



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be implemented at all. Non-implementation of the specific program for the child or youth offender can negatively impact on the desired objectives for a genuine rehabilitation to take place that is the reintegration of the child to the family and community can have unpleasant results. Either way the child may be in a situation where he continues to be a law breaker or a social menace. As of July 2007 there are 4,039 reported CICL nationwide. In Bacolod City, police reports have identified 697 cases in 2010 with children committing most serious of index crime such as theft.

In this context, the construction of a youth home is a critical factor for the community-based diversion program work for the best interest of the target children. The City Government of Bacolod may fulfill its mandate to protect children who are in conflict with the law by providing a facility for the implementation of the different services and intervention. The facility/youth home is designed in accordance with the specific requirements ideal for a rehabilitation center tailored-fit to the various programs that will be implemented, and managed under a competent and qualified staffing structure. Given its financial support, and a strong public-private partnership with different stakeholders, the youth home can provide an array of incentives to address the special needs and circumstances of children. Ultimately, the project will prove beneficial to families, afflicted with social and economic problems; to children, who bear the pains of poverty and a future stigmatized by crime; and the city government of Bacolod.

In the construction of the youth home, there are three areas where people participation can be harnessed, initiated through individual contributions of monetary and non-monetary resources. The participation was expected to expand into a collective synergy of people empowerment. The financial, technical, and administrative aspects of putting up the facility will require both individual and collective means of participation. As the project progresses towards achieving the other stated objectives, and the community diversion program at the heart of its goals, the same concept of people participation will be needed to maintain and continuously provide the services. Periodic evaluation, monitoring and reporting of results have to be in place to ensure that the replication process has achieved its purpose while ensuring sustainability in all phases of the project development.



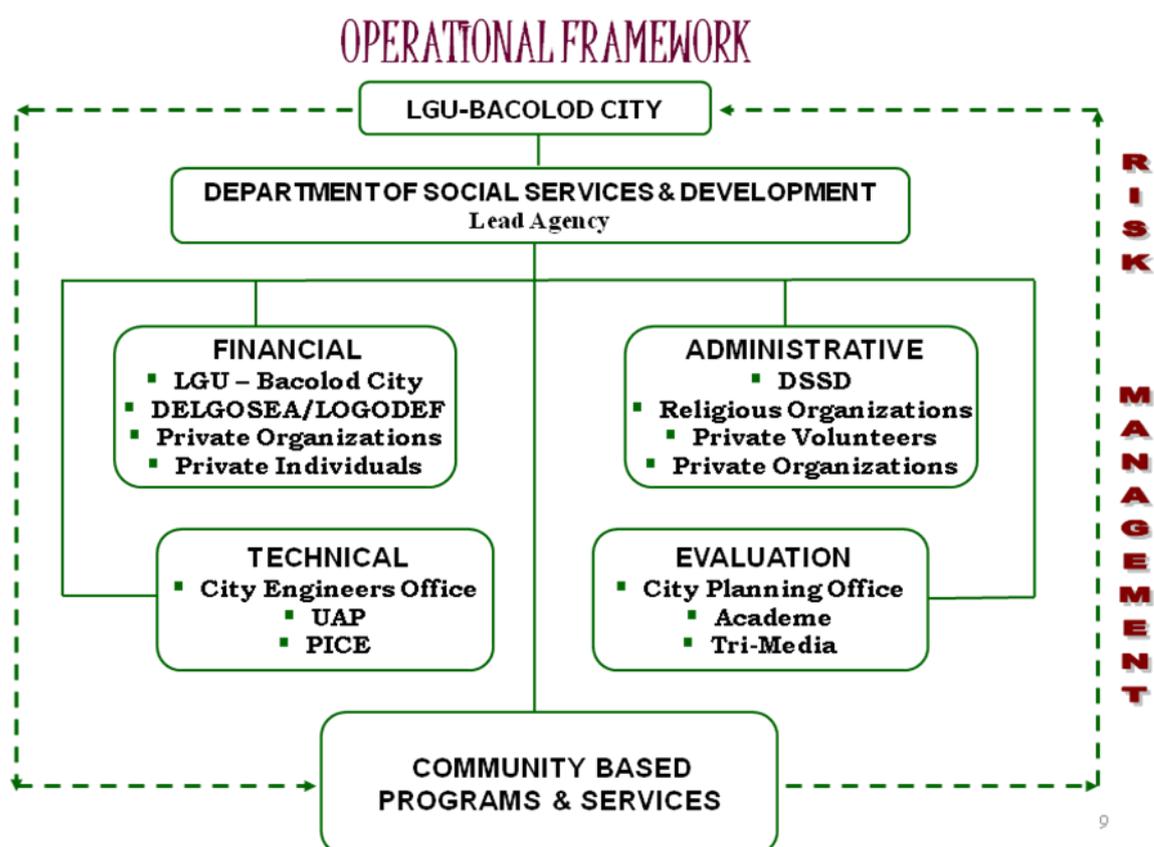
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Figure 1 illustrates the schematic diagram of the operational framework.



### Scope and Limitation

The scope of people participation is intended to be as wide as possible in at all phases of the project and where practicable taking into consideration certain delimitations imposed by existing laws, rules and regulations in keeping with the highest ethical standards and accountability in government transactions.

On the whole, the extent of people participation has no limitation but will depend to a greater extent on the efficient and effective use of their expertise and available resources using the most appropriate strategy in order to facilitate the transfer concept.



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There are three phases to complete building the youth home however only phase 1 will be the focus of the PPPP replication that needs to be implemented in a period of one year from 2011 to 2012.

## Risk Management

The project team is responsible for identifying the risk that must be managed and controlled in consultation with those involved in the technical, financial, and administrative aspects of the project in order to avoid unnecessary cost, wastage of resources, and delays. Assessment of the risk includes identifying the cause and effect of the risks likely to affect the project, determine the probability of impact to the cost, schedule, quality and scope.

The risk management plan or strategy should also consider the allocated tasks of the participants as risks are inherent to organizations. Optimizing the partnership requires that the role and extent of participation of each individual or private sector is made clear in consonance with the specific goals that each have to pursue. At the same time this increases the chances of sustaining the future development of the project.

To do this will require some policy arrangement where the different roles and actions are specifically outlined and delineated. It will also ensure that the partnership is strengthened even beyond the term of incumbent city officials because sustainability of project management is critical to the success of the partnership.

Accountability is central to managing risk in any project especially one involving the management of public and private funds. Structuring the people participation will thus include among others a legal and policy framework; institutional structure and fiscal management with clearly defined sector strategy and government commitment.

Execution of the strategy according to plan will help minimize the risks. Control tools available to manage the risk will be in place. This will require careful planning and thoughtful deliberation of the possible threats that might impede implementation within the time range.



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Basic to the risk management plan is setting up a system of communication to elicit feedback or views about the project or to consider technical assessments and even public values or perceptions.



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## PROJECT DESCRIPTION



**NAME OF PROJECT:** CONSTRUCTION OF BACOLOD YOUTH HOME

**LOCATION :** GRANADA-VISTA ALEGRE RELOCATION SITE

**PROJECT COST :**

1. Phase I	-	Php 8,500,000.00 (Year 1)
2. Phase II	-	7,375,000.00 (Year 2)
3. Phase III	-	6,900,000.00 (Year 3)
		<b>Php 22,775,000.00</b>



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## PHASE I

DESCRIPTION	SPECIFICATION	AMOUNT (Php)
1. Construction of Dormitory	Area – 290.44 Square Meters	4,356,600.00
2. Construction of CHB Fence	Length – 440 Lineal Meter	2,640,000.00
3. Fabrication of Steel Grills/Gate	1 Unit	300,000.00
4. Water Tank/Water Supply	1 Unit	500,000.00
5. Provision for Electrification		703,400.00
<b>TOTAL</b>		<b>8,500,000.00</b>

**The dormitory has a double bed bunk capacity of 32 persons and has future provision for expansion. It is provided with toilet/bath, infirmary and quarters for house parents. The other rooms could be used for administration and refectory while Phases II and III are still going-on.**

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## PHASE II

DESCRIPTION	SPECIFICATION	AMOUNT (Php)
1. Construction of Administration Building	Area – 150 Square Meters	2,250,000.00
2. Construction of Refectory	Area – 170 Square Meters	2,625,000.00
3. Land Development		500,000.00
4. Partial Concreting of Pavement, Sidewalk, Drainage	1 Unit	2,000,000.00
<b>TOTAL</b>		<b>7,375,000.00</b>

**The administration building will be used by the Head of the Youth Home as well as the staff who will manage the whole Center. A portion of the area would be used by the security personnel. The refectory is for food and dining.**

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### PHASE III

DESCRIPTION	SPECIFICATION	AMOUNT (Php)
1. Construction of Basketball Court	Area – 18 Meters x 32 Meters	650,000.00
2. Construction of Chapel	Area – 120 Square Meters	1,800,000.00
3. Construction of Workshop Building	Area – 150 Square Meters	2,250,000.00
4. Land Development		500,000.00
5. Completion of Concrete Pavement, Sidewalk, Drainage		1,700,000.00
<b>TOTAL</b>		<b>6,900,000.00</b>

**The basketball court and chapel will be used for physical and religious activities. The workshop building will be for the training skills development of children of the Bacolod Youth Home.**

### IMPACT & SUSTAINABILITY

At the end of the project, the pilot city will be able to institutionalize the concept of people participation in local governance. The implementation of the project will showcase the advantages in addressing issues and concerns in the local government through people participation. It will also show the impact of people participation in attaining objectives of the government in the delivery of basic services in the city.



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