

TRANSFORMING THE WEAK STATE-WEAK SOCIETY DYNAMICS BETWEEN THE MARINDUQUE PROVINCIAL GOVERNMENT AND THE FISHERFOLK ON DEVELOPMENT PROJECTS: TOWARDS A POLICY OF DEMOCRATIC CO-GOVERNANCE

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ABSTRACT

The paper provided an interpretation of the transformation of the weak state-weak society dynamics between the Marinduque provincial government and the fisherfolk on development projects, that calls for a policy of democratic co-governance. Hans-Georg Gadamer's interpretive phenomenology was used as the methodological frame and Joel Migdal's theory of state-society relation was utilized as the substantive theoretical frame. Corresponding to interpretive methodology, the qualitative case studies of selected Marinduque government officials and selected fisherfolk's interpretation of their natural attitude and *eidos* of their lived experience of the dynamics of the Marinduque provincial government and the fisherfolk regarding the fishing development projects was employed. The findings showed that the fusion of the horizons of the government officials and the fisherfolk's interpretations of the dynamics between the Marinduque provincial government and the fisherfolk on development projects yielded a weak state-weak society relation. To construct a normative frame for the formulation of the appropriate policy, the lived dynamics can be transformed into an idealized type of a strong state-strong society by employing Weber's method of *verstehen*. In turn, it can be elaborated through the use of Giddens' structuration theory where the Marinduque provincial government's structural perspective and the fisherfolk agential perspective on the fishing development projects can be integrated. Consequently, this structure-agency integrated type of dynamics can be translated into what Archon Fung calls as policy of democratic co-governance, which consists of guidelines which require the installation of an institutionalized discursive communication mechanism between the parties, integration of government's structural economic sustainable livelihood approach with the fisherfolk's agential economic functions and capabilities approach on fishing development, and security of Marinduque's political maritime geography.

Keywords: Marinduque Provincial Government, government officials, fisherfolk, development projects, dynamics, co-governance

INTRODUCTION

The Philippines is composed of more than 7, 107 islands. The Philippines was previously considered as simply a group of independent islands. But through the Philippine constitution of 1973, through the sponsorship of then Senator Arturo Tolentino, the Philippines was construed as an archipelagic modern nation- whose islands and internal waters comprise an integrated whole. The Philippines, as an archipelagic country, may be considered as a water-based country, in comparison to a land-locked country. Thus, ideally, government policies regarding the development of this nation-state must be primarily focused on its marine territory, resources and fishing.

One of many of islands comprising the Philippine archipelago is the province of Marinduque. It is one of the island provinces in the MIMAROPA region (Republic Act 10879 established the provinces of Mindoro, Marinduque, Romblon and Palawan and cities of Calapan and Puerto Princesa as part of the region) and politically located at the very center of the Philippine archipelago (Luzon Datum of 1911) with 218 barangays in six municipalities. It has a land area of 959 square kilometers and a population of 229,636, endowed with rich marine and coastal resources and coastline more than 150 km and fishing is one of its major sources of livelihood of the 93 coastal barangays. The province Municipal Water/Marine Waters covers an aggregate area of 2,731.15 sq. km. more or less, three times the size of the province total land area. This island province is gifted with marine wealth including nine kinds of corals with several species.

According to the 2019 survey of the Provincial Bureau of Fisheries and Aquatic Resources (BFAR), there are 17, 282 fisherfolk who are directly benefited or 48 % of the employment in the province is related to agriculture which serves the biggest sector-employer. There are more than nineteen (19) associations/organizations with a minimum of twenty-five (25) active members who are all registered fisherfolk (MFRS) from the selected coastal barangay per municipality of the province.

The whole population in the province is exceptionally dependent on the coastal resource but due to multifarious human activities, continuous degradation of the ecosystem, illegal fishing activities and the rampant intrusion of commercial fishing vessels in the municipal waters, restrictions of policies to explore marine and coastal resources, serious decline of fish catch and other marine lives in which fishing does not enough to help alleviate the marginalized fisher folk from the clutches of poverty, from which reason there is a need to look for an alternative way of fishing that considerably an environment-friendly project.

The legislature has defined projects which are epitomized in the national laws, memorandum circular and municipal ordinances. The fisheries code of the Philippines (RA 8550) as amended by RA 10654 gives discerning and reasonable development, the management, preservation of the fishery and sea-going assets in Philippine waters including the Exclusive Economic Zone and in the nearby high oceans, predictable with the early stage target of natural parity, securing and upgrading the quality of the environment. The National Protected Areas System Act attempts an approach for the administration, insurance, manageable turn of events, and restoration of secured territories to guarantee the preservation of natural assorted variety and

that the utilization and pleasure in ensured zones. This additionally recognizes association between and among the government through the DENR, and other invested individuals including the indigenous communities. A marine tenure is likewise settled which as per Pomeroy and Courtney (2018) includes a lot of rights and obligations in the marine and coastal condition and with regards to who is permitted to utilize the asset and how and what way the exchange of right of should be possible to other people. Basically, the marine tenure administration is a regard for little scope fishers and fishing networks for their social and monetary prosperity as it envelops key elements of national legitimate and strategy structures, managerial and legal frameworks, effective network based and co- management courses of action, debate goals instruments, nearby investment and strengthening, and reinforced institutional limit.

A few memoranda are similarly actualized for the financial improvement of fisherfolk like Memorandum Circular No. 2010-131 which planned for ensuring small fisherfolk, fisheries and oceanic assets of the municipal waters, repeats the creation of Fisheries and Aquatic Resource Management Council (FARMC) which will be set up in each barangay, district , and city adjoining city waters and a coordinated coves, bays, lakes waterways, dams, limited by at least two barangays or regions or urban communities. It gives portrayal to the fisher folk to the committee. Likewise, the FARMC is given the particular option to decide a distinct zone or zones inside the municipal waters for motivations behind raising angling exercises and structures, enrollment to association, and approval on the issue of permitting and grant. Another is memorandum circular 2018-59 which controls and screens of fishery exercise in municipal waters. The LGUs assumes a functioning job and holding responsibility to their activity or inaction towards checking and directing fishery exercises in the municipal waters in their respective jurisdiction. In the conditions of municipal mandates, each *Sangguniang Pambayan* provides ordinance with respect to the particular utilization of the municipal waters, punishment, as far as possible and the sort of gears and vessels the fisher folk need to utilize.

The lack in the literature lies is the interpretation of the lived dynamics between the Marinduque government officials and the fisherfolk regarding the fishing development projects that BFAR passed on to the Marinduque LGU, which should lead to the formulation of a better policy regarding governance of the fishing development projects. Thus, the researchers took this as their task and raised the following questions:

1. How do the Marinduque government officials and fisherfolk interpret their lived experience of the phenomenon of the dynamics between the Marinduque provincial government and the fisherfolk on the development projects, and how can it be transformed?
2. What could be a policy that can be formulated to construct the transformed dynamics between the Marinduque provincial government and the fisherfolk on the development projects?

Consequently, the paper argues the following:

- 1) The Marinduque government officials and the fisherfolk interpret at their natural attitude and *eidōs* of their lived experience of the dynamics between the Marinduque provincial government and the fisherfolk on the development projects as a weak state-weak society relation, and it can be transformed into an idealized-type of strong state-strong society

dynamics through the use of the Weberian method of *verstehen* and elaborated through an integrated structure-agency theoretical frame.

- 2) A policy of democratic co-governance can be formulated in line with developed theoretical frame, thru the formulation of the policy of democratic co-governance, which consists of the installation of a mechanism for discursive communication, integration of government's structural economic sustainable livelihood approach with the fisherfolk's agential economic functions and capabilities approach on development, and following the frame of the Philippine archipelagic doctrine and UNCLOS, the making and enforcing of laws that establishes the Marinduque political maritime geographical territory and sovereignty over its interior waters, forging of agreements on maritime borders and boundaries between Marinduque and other provinces whose maritime territories overlap with Matindque's, and asserting regulations that control the exploitative behavior of transiting foreign vessels.

METHOD

The study employed the Hans-Georg Gadamer's interpretive phenomenological methodological theory to frame the qualitative method using the case study design, to empirically prove the argument formulated.

The human participants involved in the study were purposefully (Cresswell, 2003) selected Marinduque government officials and fisherfolk.

Eleven (11) government officials (GO), forming a hierarchical order, who have lived experience of the provincial government's programs of development for the fisherfolk were chosen. The chosen officials are the following: 1) the chairman of the committee of agriculture of the Marinduque *Sangguniang Panlalawigan*, whose function is the legislation and formulation of development policies and programs related to fishing; 2) Marinduque provincial agriculture officer and his two staff, whose function is the promotion and implementation of fishing development projects formulated by the committee on agriculture of the Marinduque *Sanggunian Panlalawigan*; 3) three municipal agriculture officers, whose function is the promotion and implementation of fishing development projects in their municipalities; and 4) barangay chairmen belonging to the aforementioned types of coastal barangays, whose function is the promotion and implementation of the fishing development projects in their respective barangays. The conduct of the interviews was held in their respective offices, or residence or in sites where they performed their official functions like attending meetings.

The fisherfolk (FF), specifically those living near the coastal areas, and those fisherfolk who are only part-time fishermen were excluded because they were primarily farmers. The chosen coastal fisherfolk belonged to the following categories: 1) small-scale fishermen, whose fishing limit was up to 10 kilometers from the shore, and who availed of the provincial government projects and programs in relation to their fishing jobs in contrast to the large scale fisherfolk whose fishing limit goes beyond 10 kilometers from the shore and did not avail of the government projects and programs; 2) fish vendors, whose function is to sell the fish; and 3) three groups of fisherfolk selected from the three municipalities in the province living in a

coastal barangay with mangrove forest, a coastal barangay with beaches, and island coastal barangay. These coastal barangay fisherfolk are completely dependent on fishing in comparison to the fisher folk who are not completely dependent on fishing for their everyday life.

Ethical approval for the conduct of research was sought from and granted by the University of Santo Tomas graduate school research ethics committee.

The government officials and the fisherfolk were interviewed using a semi-structured interview guide. The contents of the questions were based on the substantive and methodological frameworks adopted. Then the guide was validated.

The results of the interviews were coded and thematically analyzed according to Hans-Georg Gadamer's (1998) interpretive phenomenological methodology composed of the following" 1) interpretation of the contextual social perspective of the human participants; and 2) the analysis of the textual content of the human participants' verbalizations covering the following categories: a) interpretation of the natural attitudes and themes or *eidos* of the important dimensions of the Marinduque provincial government's development projects from the perspectives of the government officials and the fisherfolk; 2) interpretation of the natural attitudes and *eidos* of the dynamics between the Marinduque provincial government and the fisherfolk according to the horizons of the government officials and the fisherfolk; 3) fusion of the horizons of the government officials and the fisherfolk's eidetic interpretations of the provincial government and fisherfolk's dynamics, and transformation of the fused *eidos* into an ideal-type, thru the use of Weber's method of *verstehen* and elaboration of the ideal-type using Anthony Giddens' structuration theory.

The transformed *eidos* of the dynamics between the Marinduque provincial government and the fisherfolk will be used as normative frame for the formulation of a policy of co-governance in line with Archton Fung's theory of democratic governance, constituted by the following: 1) installation of an institutional mechanism for discursive communication according to Jurgen Habermas' theory of communicative action; 2) integration of Robert Chambers' theory of structural economic sustainable livelihood approach with Amartya Sen's agential economic functions and capabilities to development; and 3) the securitization of the Marinduque political maritime geography in line with the Philippine archipelagic doctrine and the UNCLOS.

RESULTS AND DISCUSSION

A. Government Officials and Fisherfolk' Interpretation of their Natural Attitude and *Eidos* of their Lived Experience of the Dynamics between the Marinduque Provincial Government and Fisherfolk on the Development Projects

1. Government Officials' Interpretation a. Context

The government officials composed of the provincial agriculture officer and his staff, the chairman of the committee of agriculture of the *Sangguniang Panlalawigan*, the municipal agriculture officers, and the barangay chairmen viewed the development projects from their experience on the formulation of the fisherfolk development projects. This means that the chairman of the committee on agriculture of the *Sangguniang Panlalawigan* interpreted the

dynamics between the Marinduque provincial government and the fisherfolk from the perspective of legislation and policy formulation on fishing development projects for the whole province. The provincial agriculture officer and his staff viewed the dynamics from the perspective of the promotion and implementation of the laws and policies. The municipal agricultural officers saw the dynamics from the angle of promotion and implementation of laws and policies from their municipal fields. The barangay chairmen eventually framed the promotion and implementation of the laws and policies on from the situation of their barangay.

b. Text

1) Natural Attitude and Themes or Eidos of the important Dimensions of the Marinduque Provincial Government Development Projects from the Horizon of the Government Officials

The government officials' natural attitude was to identify the default components of the Marinduque provincial government's development projects which follow from what the national government has done to address the dwindling resources and natural and man-made disasters that fisherfolk was facing. According to the officials, the Bureau of Fisheries and Aquatic Resources (BFAR) created, secured and dealt with the current fisheries asset, applied exertion to mitigate the financial state of fisherfolk by giving gainful and feasible job sources. As reported by the BFAR MIMAROPA Provincial Fisheries Office, there are distinctive business ventures given by the agency in order to minimize hunger and poverty of fisherfolk in the area like the Aquasilviculture, Solar Seaweeds Dryers, Payao, Chest Freezers, Squid Jiggers, Gillnets, Handlines, Seaweeds Seedlings and Implements, and so forth. These endeavors would like to profit the enormous quantities of fisherfolk and will elevate their financial condition as undermined by open access character of the asset and the perishability of the catch. The National Anti-Poverty Commission Secretariat (2017) has imagined to fortifying a national advancement procedures and improve administration by including individuals' support as changes in the administration endeavors in the zones ideological group framework and the procedure of political race, equity framework and organizations through reinforcing straightforwardness and responsibility.

Upon the researcher's probing into the government officials' lived experience of the Marinduque provincial government development projects, the government officials surfaced the following themes or eidos highlight the important dimensions of the mentioned government development projects:

1.1.1) Empowerment of the Fisherfolk and Cultivation of Self-Reliance

The government officials considered empowerment of the fisherfolk and the cultivation of their self-reliance as a key dimension of the government development projects. The government exerted their best efforts to empower the fisherfolk and the fisherfolk were receptive to the government's attempts at empowering them and cultivating their self-reliance.

In my opinion, we made the programs to have the element of political empowerment, because government wanted them to become, eventually, as self-reliant At the start of the implementation of the programs, the fisherfolk appeared empowered and worked on to be self-reliant (GO3)

1.1.2) Value Chain of the Commodities

The government officials also considered government's efforts to place a premium to the value chain of the commodities of the fisherfolk as a distinct dimension of the development projects. The government officials noticed that the government initiated the appreciation of the fisherfolk's value chain of commodities, and then the fisherfolk did the same.

We wanted to recognize the fisherfolk's value chain and social impact of their commodities, because we wanted them to be further empowered. We thought that they must have the best fish capture through the implementation of the programs that government developed (GO7).

1.1.3) Participation and Negotiation Activities in the Planning of the Development Projects

The government officials also affirmed the fisherfolk's participation and negotiation activities in the planning of the development of the projects as a vital dimension of the development projects. The government officials assert that government has encouraged the participation and acts of negotiation of fisherfolk in the planning of the development projects. Likewise, the fisherfolk set themselves to fully and actively participate and negotiate in the planning of the development projects.

We wanted to build partnership with the fisherfolk, we need to talk with them in order to come up with development programs; it is better to include them, in goal setting, strategy or work plan and evaluation as well. One of the important points in management is that the stakeholders can agree so that in the end we can see that the interests of those involved are fulfilled (GO2).

1.1.4) Creation of Livelihood Projects

The government officials considered the livelihood projects as the concrete indicators of the government's fishing development projects. Thus, government worked on the creation of these livelihood projects. Correlatively, the fisher folk engaged in these livelihood projects.

We really wanted to strengthen the fisherfolk and that should be our priority, to make the fisher folk self-reliant. Apart from the laws, our focus is on livelihood and stability. Our programs included the giving of buoys, marine sanctuary, and providing aid to the fisher folk such as nets, boats, and fishing rods. If we had the funds, we gave the fisherfolk money to help them build their boats and buy equipment for fishing. The programs that we had given the fisherfolk are all for the fisherfolk's livelihood, in order for them so generate income for the education of their children (GO2).

1.2) Natural Attitude and Thematic Eidos of the Dynamics between the Marinduque Provincial Government and the Fisherfolk on the Development Projects

The government officials' natural attitude regarding the dynamics between the Marinduque provincial government and the fisherfolk on the development projects was to claim that the government properly and adequately distributed the benefits arising from the development projects to the intended fisherfolk, and the fisher folk appropriately received the benefits distributed by government. Thus, using Joel Migdal's substantive theory of state-society relation, it could be said that the Marinduque government officials generally interpreted the *eidos*

of the dynamics between the Marinduque provincial government and the fisherfolk on the development projects as a **strong state-strong society relation**.

Upon the researchers probing into the government officials' "lived experience" of the dynamics between the Marinduque provincial government and the fisherfolk on the development projects, the government officials realized that their initial interpretation of the *eidos* of the dynamics came from their prejudice as government officials who had to safeguard their constituents' interests. Thus, they came up with the following thematic *eidos* of their lived experience of the dynamics between the Marinduque provincial government and the fisherfolk on the development projects:

1.2.1) Empowerment of the Fisherfolk and Cultivation of their Self-Reliance

The government officials affirmed the efforts of government to empower the fisherfolk, but this time they expressed their observations that the attitude of some of the fisherfolk regarding government's move to empower them and cultivate their self-reliance was lacking because they were not organized well.

It is true that some of the fisherfolk were not receptive to our move to empower them and to cultivate their self-reliance because they were not organized we (GO11).

2.2.2) Value Chain of the Commodities

The government officials emphasized their claim that they exerted much effort to give importance to the value-claim of the fishing commodities. But the fisherfolk's assertion of the value chain of their commodities was not that emphatic enough.

The fisherfolk's expression of the value-chain of their commodities was not powerful enough because they only made individual assertion, not a collective one (GO9).

2.2.3) Participation and Negotiation Activities in the Planning of the Development Projects

The government officials claimed that they encouraged the fisherfolk to participate and engage in negotiation activities with government in the planning of the development project. But, they found the fisherfolk not bent on actively participating and negotiating with government regarding the development project.

I have done some assessments. Our interventions are mostly from there. That is it, sir, the value, chain. what is the use of the program and benefits(GO3).

2.2.4) Creation of Livelihood Projects

The government officials asserted that government encourage the fisherfolk to engage in the livelihood projects that government created in line with the development projects. They, however, noticed that the fisherfolk have not organized themselves to engage in these livelihood projects.

The fisherfolk appeared to be interested in engaging the livelihood projects created by government, but they did it individually and separately from the efforts of the other fisherfolk (GO2).

The results show that the government officials affirmed their initial finding that they properly and adequately distributed the benefits arising from the implementation of the the development projects, but they recognized the fact that the fisher folk failed to receive the benefits because they were not appropriately collectively organized. Thus, employing Joel Migdal's theory, the lived dynamics between the Marinduque provincial government and the fisher folk can be generally re-interpreted as a **strong state-weak society relation**.

2. Fisherfolk

a. Context

The fisherfolk approached the interpretation of the dynamics between the Marinduque provincial government and the fisherfolk from their generic political geographic position as coastal dwellers and from their specific coastal dwelling and role functions within their generic position as coastal inhabitants.

The small-scale viewed their interpretation according to their 10 kilometers, the fish vendors in terms of their function as sellers of the fish caught, and the three groups of fisherfolk framed their interpretation from the political geographical coastal position of a mangrove forest dweller, beach resident, and an island resident.

b. Text

1) Natural Attitude and Themes or *Eidos* of the Important Dimensions of the Marinduque Provincial Government Development Projects from the Horizon of the Fisherfolk

The fisherfolk's natural attitude towards the Marinduque provincial government's development projects was simply to identify the kinds of development projects that the Marinduque provincial government implements for the fisherfolk that they can remember.

Upon the researcher's probing into the lived experience of the fisherfolk of the Marinduque provincial government projects, the fisherfolk highlighted the following themes that comprise the eidos of the government projects:

1.1) Government recognition of the important contributions of fisherfolk to employment, income, and food security.

The fisherfolk found the first thematic dimension of the development projects is the government's recognition of the important contribution of the fisher folk to employment, income, and food security. The fisherfolk claimed that they have been aware of the important contribution that they make to employment, income, and food security and they were glad that government has given has given them proper recognition about their contribution.

It is important that government appreciate our industry's contribution to employment, which assures that people will have an income to buy what they need. Government should realize that without us, the province will go hungry (FF5).

1.2) Government inclusion of the fisherfolk in public discussions regarding pressing issues of their concern

Another thematic dimension of the development projects that fisherfolk found significant is the government's inclusion of the fisherfolk in the discussion. The fisherfolk admitted that they had many concerns and they were happy to know that government has included the fisherfolk in public discussion regarding their own concerns.

It is good to know that government always plan to invite us to join any discussion about the issues related to the seas and to fishing, because we are the ones affected. In this way, we will have a harmonious relationship (FF10).

1.3) Government recognition of the importance to fisherfolk's cultural understanding the conservation and management of the fishery resources on which they depend.

The fisherfolk regarded their cultural understanding on the conservation and management of the fishery resources on which they depend as another thematic dimension of the development projects. They were glad that government really gave importance to their cultural understanding.

The research made by government on how to maintain the resources at sea are lacking. They need to consult us over these matters because we have the experience and the learning concerning fishing (FF1).

1.4) Alignment of the government programs with the national and international standards, laws and code.

The fisherfolk took the government programs alignment with the national and international stand, laws, and code as an important dimension of the development projects, but they observed that government's implementation did not reach us, who had been willing and ready to be involved with the programs. They know that government made development programs compliant with the national and international standards, laws, and codes.

The government has given us task to guard our sea territory, big boats from neighboring town or province held their fishing activity in our municipal water, so the government provided us fast and big banca to see them and report immediately to maritime police; just like other fishermen, the government has told that our sector is important in protecting our seas, besides but we are lacking of materials and equipment (FF2)

1.5) Government conceptualized aquaculture, farming or other small –scale business ventures as alternative source of income is the nearest cultural interest of fisherfolk.

The fisherfolk accepted as a dimension of the development project, government's conceptualization of aquaculture, farming or other small scale business venture that are consonant with the fisherfolk's cultural interest. They found that government had conceptualized these alternative sources of income for the fisherfolk.

We appreciate the move of government to provide us with alternative sources of income. They are a great help especially when we the waters are rough (FF8).

- 1.6) Government provides infrastructure and facilities, subsidies and social security package to improve the quality of life of the fisherfolk.

The fisherfolk found government's providing infrastructure and facilities, subsidies and social security package to improve the quality of life of the fisher folk another significant dimension of the development. Government provided the infrastructure.

They are giving assistance for the repair of nets, boats, fish pen also. We are also taught house construction. hoped to have other livelihood such as in the culture of shell or seaweed, or capital to process sea cucumber, etc. They initiated the organization of cooperative, right now, we engage in bagoong production. We sell it not only here but also in Manila (FF1)

- 1.7) Government provides trainings and seminar, and grants scholarship to fisherfolk and their children aimed at upgrading te skills and basic knowledge of fisherfolk

The fisherfolk recognized government's providing trainings and seminary, and grants scholarship to fisher folk and their children to upgrade their skills and basic knowledge the final dimension of the development projects,

Government is giving us a great help because it has given us trainings and seminars to hone our skill. Government is also giving our children scholarships (FF10).

- 2) Natural Attitude and Thematic *Eidos* of the Dynamics between the Marinduque Provincial Government and the Fisherfolk on the Development Projects

The fisherfolk's natural attitude regarding the dynamics between the Marinduque provincial government and the fisher folk on the development projects was to claim that the government appropriately distributed the benefits arising from the implementation of the development projects to their intended fisher folk beneficiaries and the fisherfolk exerted their best efforts to properly and adequately receive the benefits coming from the development projects Thus, using Joel Migdal's substantive theory of state-society relation, it could be said that the Marinduque fisherfolk's general interpretation of the *eidos* of the dynamics between the Marinduque provincial government and the fisher folk on the development projects is a **strong state-strong society relation**.

Upon the researchers' proving into the fisherfolk's lived experience of the dynamics, the fisherfolk came up with the following thematic *eidos*:

- 2.1) Government recognition of the important contributions of fisherfolk to employment, income, and food security

The fisherfolk affirmed their observation the they truly recognize their contribution to employment, income and food security of Marinduque. But, this time they claimed that but the government officials also acknowledged that their move to empower the fisher folk and to cultivate their self-reliance was selective because they wanted to see to that those they empowered secured their political position.

2.2) Government inclusion of the fisher folk in public discussions regarding pressing issues of their concern

The fisherfolk were consistent in affirming their consciousness of their pressing concerns. They, however, admitted that what they initially said about government's including them in discussing pressing issues about themselves was not entirely cored. The fisherfolk felt that government simply came up with decisions regarding the concerns of the fisherfolk without even consulting them, yet they have been prepared as a group to share with government to their insights regard the satisfaction of their concerns.

Government really includes us in the discussion concerning our issues. But this is not always and regular. Most of the times they would just come up with decisions that appear to solve our problems but actually do not.

2.3) Government recognition of the importance to fisherfolk's cultural understanding the conservation and management of the fishery resources on which they depend.

The fisherfolk reiterated their initial observation that they had a strong cultural understanding of the conservation and management of the fishery resources on which they depend. But they admitted that government really failed to recognize their cultural understanding regarding conservation and management of fishery resource was not totally true because, some of them observed that government has really given this due notice to their cultural understanding, although the fisherfolk have not organized themselves to share this cultural understanding.

We know that government knows that we have the cultural understanding on how to conserve and manage the resources of the sea. But, most of the time, they do not consult us, they just go on with whatever they thought was best for the sea (FF15).

2.4) Alignment of the government programs with the national and international standards, laws and code.

The fisherfolk know that the provincial government's development programs are in line with national and international standards and codes. The problem is, the alignment is just on paper, not on practice.

We know that all of the provinces ordinances regarding the development programs are in line with the national and international standards and codes. But the government officials modify the beneficiaries of the programs when they distribute the benefits from the programs (FF20).

2.5) Government conceptualized aquaculture, farming or other small –scale business ventures as alternative source of income is the nearest cultural interest of fisherfolk.

The fisherfolk appreciate the move of government to provide them with alternative sources of income. But the fisher folk prefer that government help them first in their main occupation which is fishing.

It is okay that government teaches us with alternative ways to earn a living, but we'd rather prefer that they first help us with our fishing needs like helping us with the repair of our boats and nets (FF15)..

2.7) Government provides infrastructure and facilities, subsidies and social security package to improve the quality of life of the fisherfolk

The fisherfolk spoke of their readiness to receive the packages from government, but the difficulty that only a few were able to benefit from the life improvement package that government provided by government and that government's assistance was incomplete.

We recognize that government has created infrastructures and facilities, subsidies and social security package, but only a few among us enjoyed these benefits. Perhaps it is because the government officials distributed the benefits to those who support their political careers. The other problem is that we need greater benefits. Look at the things on the buoy, some have dried up, they have never been used, there are boats that have not been repaired, I hope others can use them (FF9).

2.8) Government provides trainings and seminar, and grants scholarship to fisher folk and their children aimed at upgrading the skills and basic knowledge of fisherfolk.

The fisherfolk honestly claimed that they were already skilled in their craft but they did not mind learning new skills etc. but again the problem was the benefits were incomplete to help them survive life.

Government has given us training and seminar, as well as scholarship grants to our children. But how we wished that government would also give us free Tertiary education/ scholarship for our children. Hope to receive instrument for Global Positioning System (GPS) so that we can be able to locate ourselves at sea (FF12)..

Thus, the results that the fisherfolk organized themselves properly and adequately to receive the benefits coming from the development projects implemented by government, but government did not appropriately distribute the benefits arising from the development projects to them, because the government officials were selective in distributing the benefits and chose only those fisherfolk who supported and are supporting them in their political careers. Thus, employing Joel Migdal's theory, the lived dynamics between the Marinduque provincial government and the fisher folk can be generally re-interpreted as **weak state-strong society relation**.

3. Fusion of Horizons and Transformation of the Government Officials and Fisherfolk Interpretation of the *Eidos* of their Dynamics on the Development Projects

a. Fusion of Horizons on the Natural Attitude and *Eidos* of the Lived Dynamics

The fusion of horizons of the government officials and the fisherfolk's means the intersection of their interpretations of the *eidos* of their lived experience of the dynamics between the Marinduque provincial government and the fisherfolk.

On the one hand, the result of the government official's identification of the themes constituting the important dimensions of the Marinduque provincial government's development project covered the empowerment of the fisherfolk, giving of importance to the value-chain of the fisherfolk's commodities, participation and negotiation activities of the fisherfolk in the planning of the development projects and promotion of creative livelihood projects.

The result of the government officials' interpretation of the *eidos* of each thematic dimension of the dynamics initially yielded a strong state-strong society relation but later on became a strong state- weak society relation leading to the general interpretation of the *eidos* of their lived experience of the dynamics yielded the understanding of a strong state-weak society relation.

On the other hand, the result of the fisherfolk's identification of the important dimensions of the Marinduque provincial government's development projects covered government recognition of the important contributions of fisher folk to employment, income, and food security, government inclusion of the fisher folk in public discussions regarding pressing issues of their concern, government recognition of the importance to fisherfolk's cultural understanding the conservation and management of the fishery resources on which they depend, alignment of the government programs with the national and international standards, laws and code, government conceptualized aquaculture, farming or other small –scale business ventures as alternative source of income is the nearest cultural interest of fisherfolk, government identified and implemented livelihood programs is related to the fishing cultural interest and commodities, government provides infrastructure and facilities, subsidies and social security package to improve the quality of life of the fisherfolk, government provides trainings and seminar, and grants scholarship to fisher folk and their children aimed at upgrading the skills and basic knowledge of fisherfolk.

The result of the fisherfolk's interpretation of the *eidos* of each thematic dimension of the dynamics between the Marinduque provincial government and the fisherfolk on the development projects initially yielded a strong state-strong society relation but later on became a weak state-strong society relation leading to the general interpretation of the *eidos* of their lived experience of the dynamics as a weak state-strong society relation. Thus, the fusion of their interpretations leads to a **weak state-weak society relation**.

b. Transformation of the *Eidos* of the Dynamics into an Idealized Type

To formulate a normative frame for an appropriate policy to change the dynamics between the Marinduque provincial government and the fisherfolk, Max Weber's method of *verstehen* can be employed to transform the dynamics into an idealized type (1978, pp.23-24) of a **strong state-strong society relation**. In turn, the idealized *eidos* of the dynamics can be elaborated using Anthony Giddens' structuration theory (1984).

Giddens' structuration theory prescribes that the relation between social structures and individual agency be viewed from the perspective of practice. Structures do not exist by themselves, neither do individual's social action. Both of them occur in and through practice.

Thus, practice becomes the condition of possibility through which structures are constructed and institutionally instantiated and through which individuals exercise their social agency. Given this theoretical perspective, the idealized ideal type of strong state and strong society dynamics is understood as a political practice where, on the one hand, the state instantiated through government, constructs structures of power that condition and facilitate individual's exercise of political agency, and where, on the other hand, individuals understand that their exercise of political agency does not occur in themselves but happens in and through the structures of power that government sets up. Thus, in political practice, political structures are constructed and political agency is manifested.

B. Formulation of Public Policy

Given the transformed dynamics between the Marinduque provincial government and the fisherfolk on the development projects, the following public policy can be formulated:

1. Objective: Creation of a Democratic Co-Governance Public Policy

A policy of co-governance following Archon Fung's (2006) public administration theory of democratic co-governance can be formulated to concretize the strong Marinduque provincial government and strong-fisherfolk dynamics on the development projects.

Archon Fung's public administration theory of democratic co-governance promotes a more direct citizen participation in governance compared to the traditional citizen periodic participation like in elections. His theory involves the participation of the citizens in governmental deliberations, collaborations with the execution of programs of government, and upholding the public accountability of government officials.

Applying the theory of democratic co-governance to the context of the Marinduque government officials and fisherfolk means that the fisherfolk must be allowed to participate in the deliberations regarding the development projects, collaborate in the implementation of the distribution of the benefits arising from the development projects to intended fisherfolk and hold accountable the government officials over their failings in the implementation of the development projects and the fisherfolk in appropriately organizing themselves in to municipal cooperatives and eventually to a federation of provincial cooperatives.

2. Policy Guidelines

a. Constitutive Elements of the Public Policy

1) Normative Discursive Communication facilitated by an Epistemic community possibly headed by a Political Scientist

Using Jurgen Habermas' (1984) theory of communicative action, an analysis of the perlocutionary effect of the verbalizations of the government officials shows their tendency to engage in monological utterances; while the analysis of the perlocutionary effect of the verbalizations of the fisher folk, shows that their tendency is to make personalistic and idiosyncratic utterances that scatters their collective agential power. Thus, both parties lack the communicative competence to enter into a rational and productive discourse.

The condition of possibility for the government officials and the fisherfolk to acquire communicative competence is for them to install an institutional mechanism of communication governed by certain norms. Jurgen Habermas' theory suggests the norms of comprehensibility, truth, right, and sincerity as the norms to ensure a rational discourse. Comprehensibility means that each one must speak a language that is understandable to each other. Truth as a norm requiring speakers' utterance must be grounded on facts. Right as a norm means that the utterance of each party must be fair and respectful to the political interest of the other. Sincerity is the norm that the parties must fulfill whatever utterance they make.

In practice, the norms cannot be followed by speakers without a facilitator of the norms, just like the function of a referee in a ball game. This is so because communication is not just a question of the production and reception of meaning, but also a struggle for power. Peter Haas (1992) recommends the employment of the services of an "epistemic community" in decision making. This group of agents is a community because they operate as a one, that is more than the sum of their individual members. This community is "epistemic" because they provide specialized knowledge on political issues. It is best that the leader of this epistemic community be a political scientist who studied the dynamics of power.

2) Integration of Government Structural Sustainable Livelihood Approach with the Fisherfolk's Economic Capabilities Approach

A content analysis of the themes or *eidōs* of the important dimensions of the Marinduque provincial government projects that the government officials identified and their corresponding interpretations of the *eidōs* of the dynamics between the Marinduque provincial government and the fisherfolk on the development projects, reveal that the government official's economic approach to the implementation of the development projects follows Robert Chambers' (1983) sustainable livelihood approach, because their attempt at implementation of the development projects is primarily focused on diversifying livelihood options of fisherfolk as they are embedded in different social contexts, which is good approach towards the economic development of the fisherfolk. The approach, however is not enough because, it lacks due considerations of the distinct functions and capabilities of groups of fisherfolk as they are embedded in different social contexts, like the human participants of the study.

Likewise, a content analysis of the themes or *eidōs* of the important dimensions of the Marinduque provincial government projects that the fisher folk identified and their corresponding interpretations of the *eidōs* of the dynamics between the Marinduque provincial government and the fisherfolk on the development projects shows that, the fisherfolk are implicitly employing Amartya Sen's (1992) economic capabilities approach because, they focus on their functions and capabilities as fisherfolk, and their exercise of freedom through fishing. Additionally, their complaints against the provincial government's implementation of the development projects converge on government's inability to recognize their distinct functions and capabilities and failure to grant them the freedom to hone these capabilities. This approach too is lacking because it does not reckon with structural economic concerns for growth. Thus, part of the discursive communication on the dynamics between the Marinduque provincial government and the fisherfolk, should focus on the integration of government's structural economic sustainable livelihood approach in providing the benefits that arise from the

development projects with the fisherfolk's economic functions and capabilities approach in enjoying the benefits coming from the development projects.

3) Security of Marinduque's Political Maritime Geography

The government officials and fisherfolk's adoption of an integrated structural and agential economic approach to the fishing development projects can only truly happen if the political maritime geography of Marinduque is secured. Thus, following the frame of the Philippine archipelagic doctrine and the UNCLOS, both parties have to work together in making and enforcing laws that recognize Marinduque's territorial interior waters and sovereignty over those waters. Additionally, the parties have to forge legal agreements regarding Marinduque's maritime borders and boundaries of Marinduque that overlap with other provinces whose maritime territories. Finally, both parties have to exert effort to regulate the exploitative activities of foreign vessels transiting through Marinduque's internal waters. Consequently, the government officials, the fisherfolk, representatives of the provinces with whom Marinduque has overlapping territories, and even the representative of foreign vessels transiting through Marinduque have to engage in discursive communication to address all these political maritime geographical concerns.

b. Needs Assessment:

- 1) Implement a comprehensive needs assessment process that includes aforementioned constitutive elements of the policy as key factor in evaluating the dynamics between the Marinduque provincial government and the fisherfolk on the development projects.
- 2) Conduct surveys, interviews, and focus group discussions to gather data on the dynamics needs between the two.

c. Program Development:

- 1) Based on the needs assessment findings, develop targeted programs and initiatives that address the strength of the parties in the dynamics.
- 2) The implementation of the program should take five years, after which, an assessment of the impact of the program developed should be conducted.

CONCLUSION

The study started with the objective of interpreting the dynamics between the Marinduque provincial government officials and the fisherfolk regarding the fishing development projects passed on by BFAR to the Marinduque LGU.

The initial results showed how the Marinduque government officials interpreted the themes or *eidos* of the important dimensions of the Marinduque development projects and the fisherfolk did the same. Then the result showed that the Marinduque government officials' started with the prejudice that the Marinduque provincial government properly and adequately distributed the benefits arising from the development projects, and the fisherfolk appropriately enjoyed the benefits coming from government's implementation of the development projects. Later on, the lived experience of the Marinduque government officials showed that the Marinduque provincial government affirmed their strength in distributing the benefits to the intended fisherfolk, but the fisherfolk failed to appropriately receive the benefits because they

were nor appropriately collectively organized into municipal cooperatives at the least, and federation of cooperative at the most. Meanwhile, the results also showed that the Marinduque fisher folk started with the prejudice that the Marinduque provincial government was strong in the distribution of the benefits from the projects to the intended fisherfolk, and the fisherfolk appropriately received the benefits. Later on, the lived experience of the fisherfolk showed that they affirmed that they appropriately received the benefits arising from government's implementation of the development project, but government failed to properly and adequately distribute the benefits because they were selective in their distribution and chose only those to whom the owed some debt of gratitude in their political careers.

Thus, the fusion of the interpretation of the government officials and the fisherfolk showed that the *eidos* of the dynamics between the provincial government and the fisherfolk is a weak state-weak society relation. To formulate a normative frame for an appropriate policy to change the existing dynamics can be transformed into an ideal-type of strong state-strong society relation by employing Max Weber's method of *verstehen* can be employed. employing Weber's method of *verstehen*, in turn, it can be elaborated through the use of Anthony Giddens' theory of structuration.

Consequently, the idealized type of strong state-strong society relation can be concretized through the formulation of a policy of democratic co- governance following Archon Fung's public administration theory of democratic governance.

The elements of the policy of co-governance consists of the following:

- 1) Through the use of Jurgen Habermas' theory of communicative action, the condition of possibility for the concretization of the policy of co-governance is the installation of an institutionalized discursive communication mechanism between the parties that consists of the norms of comprehensibility, truth, right, and sincerity, whose observance will be facilitated by an epistemic community possibly lead by a political scientist.
- 2) Once the communication mechanism is in place, the two parties can engage in the integration of government structure and fisher folk agential activities regarding the fishing development projects by means of the coordination of government's structural economic sustainable livelihood approach, following Robert Chamber's theory, with the fisher folk's agential economic functions and capabilities approach, after Amartya Sen's theory.
- 3) After the structural economic sustainable livelihood approach and the agential economic functions and capabilities approach have been integrated, the political maritime geography of Marinduque must be secured.

Ultimately, the finding of the study implies the following:

- 1) that the interpretation of a weak state-weak society relation in the context of Marinduque, Philippines is a valid elaboration of Joel Migdal's substantive theory of state-society dynamics;
- 2) that the interpretation verified the methodological power of Hans-Georg Gadamer's interpretive phenomenology in discovering the lived *eidos* of the dynamics between state and society as a lived political phenomenon;
- 3) That the transformation to an ideal-type through the use of Anthony Giddens' theory of structuration provided a normative frame through which a public administration policy can be formulated to change a political phenomenon;
- 4) Finally, a public policy of democratic co-governance after Archon Fung's theory must be formulated, combined with guidelines that require the installation of an institutional mechanism for communication, integration of structural economic sustainable livelihood approach and agential economic capabilities approach, and securitization of the political maritime geography of Marinduque. Then a needs assessment must be done, followed by program development and implementation.

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