

Strengthening Community Participation in the Development, Implementation, and Monitoring of Local Development Programs and Projects

By: Pami, Keene Victor B.

EXECUTIVE SUMMARY

The 1987 Philippine Constitution enshrined citizen participation and accorded protection for the rights of the people and civil society organizations for “effective and reasonable participation at all levels of social, political and economic decision-making. The State shall, by law, facilitate the establishment of adequate consultation mechanisms¹.” Citizen participation in local governance was also solidified in the 1991 Local Government Code of the Philippines and other legislative documents promoting the rights of the people and people’s organization to participation at all levels of decision-making in any social, political, or economic areas. Citizen participation has been known to reap benefits for individuals, communities, organizations and provide better value to governments.

This policy paper explores the history and current situation of community-driven development (CDD) approach, one of the recent strategies on citizen participation, and its progress and gaps as a mechanism of poverty reduction and community participation in local governance. In addition, recommendations are put forward to address the observed gaps. The paper centered its review of a flagship

Philippine government on CDD, the Kapit-bisig Laban sa Kahirapan – Comprehensive and Integrated Delivery of Social Services (KALAHY-CIDSS).

CDD approach, as defined by the Department of Social Welfare and Development (DSWD), refers to a community development practice where processes, principles, strategies, and resources are applied to ensure community empowerment by giving the people authority and control over decisions and resources². At the core of the strategy are the principles of participation, transparency, and accountability. The approach has gained popularity over the past few decades as a key mechanism of governments in improving the lives of the poor and marginalized, especially through development works funded by various international development institutions. In the Philippines, the CDD approach is implemented on a national scale through the KALAHY-CIDSS by the DSWD. Another participatory governance mechanism was previously implemented through the Bottom-Up Budgeting (BuB)³ program.

Despite the improvements on community participation and the direct and indirect contributions of the CDD approach in the lives of the covered communities as

¹Section 16 of the 1987 Philippine Constitution

²Memorandum Circular 002, s. 2020 Guidelines on the Implementation of Harmonized CDD Process in Specialized/Promotive Programs

³An approach to preparing the budget proposal of agencies taking into consideration the development needs of poor cities/municipalities as identified in their respective local poverty reduction action plans that shall be formulated with storing participation of basic sector organizations and other civil society organizations. - DBM-DILG-DSWD-NAPC JMC No. 2, Series of 2012 December 19, 2022

well as the reforms in local governance as evidenced in various impact evaluation of KALAHYAN-CIDSS, the CDD approach has yet to establish its place as a mainstreamed strategy on poverty reduction and participatory governance. While progress has been made in the local governments towards community participation of people's organization and/or representation in the budget and planning process, these remain to be fragmented in the absence of a national policy on participatory governance as well as insufficient monitoring platforms on citizen participation. This results in loss of socio-economic benefits associated with the implementation of community-based interventions, as well as wastage of resources on government projects that do not fully address the needs of the people in the communities.

Results of the multi-goal analysis and review of literature inferred the best policy recommendation to be the institutionalization of a national policy on CDD approach. Across all three policy goals of welfare, efficiency, and security, the third policy alternative has consistently shown to have the best probability of achieving the identified criteria for accomplishing the policy goals, thereby, addressing the policy issues presented. To this end, the following initiatives can be implemented in line with the recommendation for the immediate passing of a CDD Approach Institutionalization Law: (1) Lobby for the passing of the Bills on CDD Institutionalization; (2) Conduct consultation meetings or other related activities with decision-makers and other stakeholders to ensure that the proposed law will be vetted by all interested parties thereby guaranteeing that the proposed legislation will be in the best interest of the communities; (3) Conduct further studies to determine the long-term impact of the implementation of the CDD approach on

poverty reduction, one of the overall goals of CDD, as the related literature is divisive on the concrete effect of CDD on poverty reduction; and (4) Conduct information, education and communication campaign activities on the CDD approach using traditional and social media.

BACKGROUND

A. Brief History of CDD and CDD Explained

As poverty looms as a constant threat to any country's socio-economic prosperity, a myriad of bureaucratic and administrative solutions have been developed and are continually being developed by various governments to address this problem. One such innovation to governance in recent years has been the development of the CDD approach.

"CDD is an approach to development that emphasizes community control over planning decisions and investment resources" (Wong and Guggenheim, 2016, p. 2). "CDD gives control of decisions and resources to community groups. CDD treats poor people as assets and partners in the development process, building on their institutions and resources. Support to CDD usually includes strengthening and financing inclusive community groups, facilitating community access to information, and promoting an enabling environment through policy and institutional reform. Experience demonstrates that by directly relying on poor people to drive development activities, CDD has the potential to make poverty reduction efforts more responsive to demands, more inclusive, more sustainable, and more cost-effective than traditional centrally led programs." (Dongier et. al., 2003, p. 303)

The CDD's modern roots lie primarily from: (1) the writings of social scientists, such as Robert Putnam, James Coleman,

and Pierre Bourdieu, who were able to show that patterns of cooperation and development can be explained through the historical development of social and cultural institutions; and (2) the World Bank's 2004 Development Report "Making Services Work for Poor People," which opined that greater accountability for service delivery can be achieved through the marriage of traditional development strategies and by giving client groups greater control over information, resources, and choice (Wong and Guggengheim, 2016).

Currently, various countries throughout the globe have already begun utilizing the CDD approach in the implementation of national and local-level projects and programs, through collaboration with international financing institutions such as World Bank. Some examples are the *Rural Poverty Reduction Project, Brazil Rio Grande do Norte* in Brazil, the *National Program for Community Empowerment - PNPM Mandiri* in Indonesia, the *National Initiative for Human Development (INDH)* in Morocco, and the *Kapit-bisig Laban sa Kahirapan-Comprehensive and Integrated Delivery of Social Services (KALAHI-CIDSS or KC)* in the Philippines.

B. KALAHI-CIDSS: Brief History and How It Is Implemented

As part of its effort to reduce poverty by strengthening the inclusiveness and accountability of its programs and projects, the government of the Philippines is implementing the KALAHI-CIDSS (KC) through the Department of Social Welfare and Development (DSWD). Started in 2003, KC targeted the 4,583 barangays in 183 municipalities in the country's 42 poorest provinces, with municipalities having 70% poverty incidence or above automatically receiving the project while

municipalities with below 33% poverty incidence automatically not receiving the project. It was expanded in 2011 to cover 7,728 barangays in 336 municipalities in the country's 48 poorest provinces. It was scaled up to be the KC-National Community Driven Development Program (KC-NCDDP) and in 2021 was granted additional financing⁴ by the World Bank to cover a target of 676 poor municipalities.

The program's development objective is for communities in target municipalities to be empowered to achieve improved access to basic services and to participate in more inclusive local planning, budgeting, and implementation. The program ensures a truly people-centered development through development assistance, capacity building and implementation support to poverty, disadvantaged, indigenous people and disaster affected municipalities. It aims to reduce poverty in its multiple dimensions in the poorest areas in the country through community-driven development "sub-projects" aimed at addressing their most pressing needs.

The KC-NCDDP is implemented through a four-stage community development process known as Community Empowerment Activity Cycle (CEAC). At the end of the process, it is expected that citizens, especially the poor and marginalized, in a barangay or municipality are able to participate and lead in local development planning and implementation. Community members, together with the local officials, participate in the decision-making processes on what programs or projects will address their needs and how much barangay or municipal funds should be allocated to fund said programs or projects. The community members are also able to influence their local government leaders through established local structures and

⁴KC-NCDDP Additional Financing

participatory procedures (CEAC 101: Your Guide in Engaging Communities) .

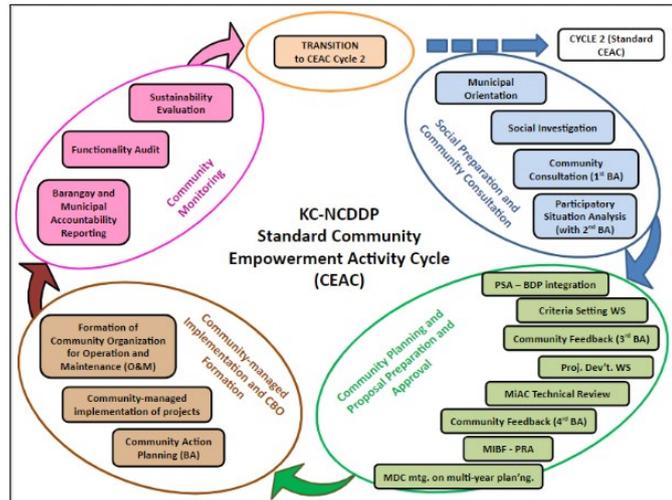


Figure 1. Community Empowerment Activity Cycle

In detail, the CEAC's four stages are: (1) Social Preparation, (2) Community Planning, (3), Community-managed Implementation, and (4) Community Monitoring. The main principles of participation, transparency, and accountability are embedded in all stages of the process. Through this, the KC-NCDDP facilitates social and technical local preparation with communities and local governments. It links citizen-defined needs with formal planning and budget programming and supports resource generation from other funding sources. Each participating municipality is allocated government funds for project implementation times the number of barangays in the municipality, where eligible municipalities have on average 24 barangays and 30,305 residents. Due to this process, roughly one-third of barangays in KC municipalities received subprojects in a given year, although some barangays received multiple subprojects across years and others none. (Beatty, Amanda, et. al., 2018)

C. Current Situation of CDD implementation in the Philippines (including Legal Framework)

Currently, the CDD approach is only being implemented in the Philippines on a national scale through the KC-NCDDP (and its earlier version, the KC program). CDD-related policies are also being proposed in the legislative branch of the Philippine government through the House of Representatives and the Senate. The following bills have been proposed in both Houses during the 18th Congress of the Philippines: (1) House Bill Nos. (HBN) 4407, 4470, 4764, 5250, 7866, 8935, and 9065; and (2) Senate Bill No. (SBN) 1057. However, at the end of the 18th Congress, the various CDD Institutionalization Bills did not progress. As such, the aforementioned bills will have to be refiled in the 19th Congress of the Philippines.

For the 19th Congress, the DSWD drafted an Administrative Bill recommending the passage of the CDD Institutionalization Bill and the provisions vital to implementing the CDD approach across the country. The Administrative Bill was presented to the Chiefs of Staff of the legislators of the Congress of the Philippines on 27 July 2022. As of 15 September 2022, five (5) bills, namely House Bill Nos. 443, 500, 1910, 3008, and 3458, were filed in the House of Representatives seeking to institutionalize the CDD approach.

POLICY ISSUE

For over 15 years since the World Bank printed the 2004 Development Report, the CDD approach to governance has been steadily adopted by various countries around the world, both the national- and local-level. Since then, the World Bank has supported 190 CDD projects valued at USD 19.2 billion in 78 countries around

the world (Wong and Guggenheim, 2016). To examine the effectiveness of the CDD approach, numerous case studies and evaluation reports have already been conducted in various implementing countries across the world by their respective governments, global financial institutions, private organizations, technical experts and other stakeholders.

Within this context, there is a growing body of evidence documenting the positive results and impacts of CDD interventions, especially in terms of: (1) delivering cost-effective tertiary infrastructure and services; (2) national ownership; (3) giving communities a voice in decision-making; (4) women's participation; (5) poverty reduction; and (6) poverty targeting (Wong and Guggenheim, 2016). However, **the Philippines is unable to reap the socio-economic benefits associated with the implementation of the CDD approach, considering that one of the primary national issues in the country is poverty.**

Adoption of the CDD approach on a national level will elicit better access to basic needs, increased household consumption, increased labor force participation, increased trust in the government, among other things. These benefits are already shown in a micro-scale through the impact evaluation reports conducted on the KC program (Beatty, Amanda, et. al., 2018; World Bank, 2013).

Furthermore, **many barangay-level projects implemented by the government oftentimes do not fulfill the needs of the barangays based on their respective geo-economic situation despite the local government's best efforts to assess the respective barangay's exigencies.** The CDD approach to governance ensures that

government projects are well-targeted and corresponds to the preferences and needs of the communities as they have the best knowledge of the geo-economic situation within the barangay.

We note that the issues identified above stem from an overall policy issue that this paper seeks to address, **which is the inadequacy of community participation in the development, implementation, and monitoring of local-level government projects and programs.** To this end, there is a need to establish the goals that this paper seeks to pursue, the policy alternatives that the paper will propose to resolve this issue, and the criteria to be used in determining the recommended policy alternative.

POLICY GOALS

With the cited issues, the policy analysts propose three (3) distinctive goals to assess the policy alternatives to address the issues, namely: (1) households have better access to basic needs; (2) improvement of the socio-economic status of households while utilizing the same amount allocated for local government projects and programs; and (3) local communities are assured that government projects are tailored to fit their needs. In assessing the policy alternatives, we accord the greatest weight to the policy goal of welfare, which is for households to have better access to basic needs as the review of related literature show that the CDD approach has the most consistent positive impact on this policy goal. We hold the policy goal of efficiency, which is for the improvement of the socio-economic status of households while utilizing the same amount allocated for local government projects and programs, to have the second most importance as this covers the long-term goal of the CDD

approach: poverty reduction. We then cede the lowest weight to the policy goal of security, which is for local communities to have assurance that government projects are tailored to fit their needs. However, we note that all three (3) policy goals are equally important benefits of the CDD approach and must be targeted in its implementation.

Approaches to Solutions

With the goals established, the policy paper seeks to determine the viability of the proposed alternatives through quantitative and qualitative assessment of its net gains and losses. We identify that a multi-goal analysis is the most suitable solution method in determining the recommended alternative in the presence of welfare, efficiency and security goals. Below are the proposed criteria that will be utilized in assessing the viability of each proposed alternative:

- 1. Welfare:** Households have better access to basic services
 - a. Criteria: Reduction of travel time and financial costs to obtain water
 - i. Average total minutes fetching water per week per household
 - ii. Average cost for drinking water per week per household
 - b. Criteria: Reduction of transport costs for agricultural products per trip
 - c. Criteria: Reduction of travel time and costs to key government services
 - i. Average total minutes per household spent on travelling one-way to government facilities
 - ii. Average total travel cost per household for travelling to government facilities
 - d. Criteria: Increase in the number of daily visits to a health facility

- 2. Efficiency:** Improvement of the socio-economic status of households while utilizing the same amount allocated for local government projects and programs.

- a. Criteria: Increase in per capita consumption
 - i. Food
 - ii. Non-food
- b. Criteria: Reduction in poverty levels
- c. Criteria: Increase in employment rates
 - i. Labor Participation Rate
 - ii. Employment Rate (of % of labor participation rate)
 - iii. Unemployment Rate (of % of labor participation rate)

- 3. Security:** Local communities are assured that government projects are tailored to fit their needs.

- a. Criteria: Increase in household participation in barangay assemblies and other related activities
 - i. Number of barangay assembly meetings held in the last month
 - ii. Average number of people who attended the last barangay assembly meeting
 - iii. Number of BDC meetings held in the last 12 months
 - iv. Average number of people who attended the last BDC
- b. Criteria: Increase in local government projects that correspond to ex ante preferences of the communities

Based on the generic policy solutions proposed by policy experts, David L. Weimer and Aidan R. Vining, in their book *Policy Analysis: Concepts and Practice* (Weimer and Vining, 2017, p. 446), the policy solution most suited to resolve the identified policy issues would be through establishing “Rules,” which refers to the establishment of frameworks and regulations that provide the most efficient

method for dealing with market or government failures. Thus, the proposed policy alternatives would be centered on proposing rules that seek to establish or strengthen community participation in the development, implementation, and monitoring of local-level government projects and programs.

POLICY ALTERNATIVES

This paper proposes three (3) policy alternatives that are feasible and achievable within the next (5) years that will seek to address the inadequacy of community participation in the development, implementation, and monitoring of local-level government projects and programs. The three (3) proposed alternatives can be classified into a status quo, a compromise, and an ideal solution. For the purpose of this policy paper, the following assumptions have to be made: (1) the CDD approach aims to improve the socio-economic conditions of communities without prejudice to the fact that certain communities are not socio-economically disadvantaged; (2) the CDD approach allows the communities to lead the identification, planning, implementation, monitoring and evaluation, and sustaining of the local development projects within their geo-economic location; and (3) while the CDD approach turns over planning, implementation, and monitoring and evaluation to the communities, the national and local governments, CSOs, and other relevant stakeholders shall provide assistance to the communities.

For the purpose of this paper, we will designate the current framework of the implementation of the CDD approach in the Philippines, which is the programmatic implementation of the KALAHYAN-CIDSS, as the “status quo” alternative. This is

to establish a baseline on the criteria identified in determining whether the policy goals are achieved, as the other policy alternatives will involve conjectural assumptions stemming from their hypothetical nature.

1. Program-based Implementation of the CDD Approach

As discussed in the introduction of this paper, the current framework of the implementation of the CDD approach in the Philippines is through the implementation of the DSWD’s KC-NCDDP. The “status quo” policy alternative proposes that the current framework of the implementation of the CDD approach in the Philippines is maintained, and the CDD approach as a national poverty reduction strategy will be continuously implemented through the KC-NCDDP or other similar programs. Through this alternative, the CDD approach is only implemented in the municipalities and barangays covered or targeted by the program, usually pertaining to the poorest communities, and must be funded through the General Appropriations Act (GAA).

2. Establishment of a Joint Memorandum Circular (JMC) between the Department of the Interior and Local Government, the Department of Social Welfare and Development, and the Local Government Units for the Strengthened Implementation of the CDD Approach

In 2020, the Department of Interior and Local Government (DILG) and DSWD entered into a Memorandum of Understanding (MOU) determining the roles, responsibilities, and functions of the two parties during the crafting of policy recommendations to integrate CDD in the local planning process in the course

of enhancing the barangay development planning process.

In 2021, the DILG issued the Memorandum Circular (MC) No. 2021-087 which provides guidance in formulating or updating the Barangay Development Plan (BDP). The circular mandates that development planning at the smallest unit of local government shall be comprehensive, multi-sectoral and community-driven⁵. The circular leveraged community participation as a core component of local development planning.

In this proposed policy alternative, the paper looks into expanding the cited MOU and MC by establishing a Joint Memorandum Circular between DILG, DSWD and the LGUs (through the Union of Local Authorities of the Philippines or ULAP) that enjoins the LGUs to integrate the CDD approach in the local development planning, implementation, and monitoring and evaluation process, while the DSWD and DILG provides necessary assistance.

3. Immediate passing of a Community-Driven Development Approach Institutionalization Law

In this proposed policy alternative, the paper seeks the immediate passing of a CDD Approach Institutionalization Law, which may emanate from the various bills proposed in the Congress of the Philippines or the Administrative Bill proposed by the DSWD. The proposed CDD Approach Institutionalization Law could feature (1) institutionalization and operationalization of the CDD approach as a national strategy for community empowerment, inclusive growth, and social protection; (2) creation of an Inter-Agency Advisory Council on CDD for a whole-of-government implementation and

development of the CDD approach; and (3) Capability-building of local government units, civil society organizations, and communities to ensure the proper use of the CDD approach in implementing local programs, projects, and activities.

Institutionalization of the CDD approach will complement the Local Government Code by providing mechanisms to operationalize and sustain self-reliant communities through a proven system of informing, developing, and harnessing constituents to become empowered and resilient. It will help local governments make informed decisions using readily-available community-identified needs as a basis for creating local development plans, and empower communities through participation in the design, development, and implementation of poverty-alleviation and disaster risk-reduction projects.

EVALUATION OF POLICY ALTERNATIVES

To determine the best policy option to address the issue, each policy alternative will be evaluated based on the identified criteria under each policy goal of welfare, efficiency and security. For the baseline data, we utilized the baseline findings in the Innovations for Poverty Action's (IPA) *Impact Evaluation of the KALAHI-CIDSS: Baseline Report*. In the said Report, the IPA conducted various quantitative and qualitative surveys over a random sample from the participants of the KALAHI-CIDSS program, segregated into four broad themes of the effects of KC: socio-economic effects; community empowerment effects, governance effects, and social capital effects. We also utilized statistical data from the Philippine Statistical Authority (PSA), in particular the Final Household Consumption Expenditure Survey Data, the *Per Capita Poverty Threshold, Poverty Incidence*

⁵DILG MC 2021-087 referred to DSWD's Makilahok (KC) guidance notes on the use of the CDD approach.

and Magnitude of Poor Families Survey Data, and the Labor Force Survey, as the baseline for socio-economic data.

Using the data findings in the IPA's *Impact Evaluation of the KALAHYON-CIDSS: Interim Report and Impact Evaluation of the KALAHYON-CIDSS: 3rd Round Report*, and the World Bank's *The KALAHYON-CIDSS Impact Evaluation: A Revised Synthesis Report*, we were able to calculate the quantitative values for the criteria indicators for the policy alternatives. However, due to the hypothetical nature of two of the alternatives, namely the establishment of a JMC and the immediate passing of CDD Institutionalization Law, certain assumptions were made to achieve the results. For the policy alternative, "Establishment of a JMC between DILG,

DSWD and the LGUs", the paper assumed that at least 50% of the barangays in the Philippines will be implementing the CDD approach. On the other hand, the paper assumed that 100% of the barangays will be implementing the CDD approach under the policy alternative 3, "Immediate passing of a CDD Institutionalization Law."

Lastly, it may be noted that the last criteria was assessed using inferences from the qualitative data findings of the aforementioned related literature, as quantitative data on this particular criteria was not available in any of the related literature reviewed for the purpose of this policy paper.

With all this in mind, below are the analysis results of the policy alternatives:

Table 4: Summary of Results of the Analysis of Matrix of the Policy Goals

Policy Goal	Results
<p>Welfare: Households have better access to basic services</p>	<p>The policy alternative "Immediate passing of a Community-Driven Development Approach Institutionalization Law" was shown to have the highest probability of achieving the welfare policy goal. In terms of the specified policy goal criteria, including reduction in travel time and costs for accessing basic services, and increased access to education and health services, the third policy alternative shows the best results in terms of increase or reduction.</p>
<p>Efficiency: Improvement of the socio-economic status of households while utilizing the same amount allocated for local government projects and programs</p>	<p>The policy alternative "Immediate passing of a Community-Driven Development Approach Institutionalization Law" was shown to have the highest probability of achieving the efficiency policy goal. The criteria identified for this policy goal, which oftentimes are indicators for socio-economic status, shows that the passing of a CDD Institutionalization Law has the best results from the three policy alternatives.</p>
<p>Security: Local communities are assured that government projects are tailored to fit their needs</p>	<p>The policy alternative "Immediate passing of a Community-Driven Development Approach Institutionalization Law" was shown to have the highest probability of achieving the policy goal across all of the specified criteria. In terms of the increase in household participation in barangay assemblies and other related activities and the increase in local government projects that correspond to ex ante preferences of the communities, the third policy alternative has the best result in most of the criteria.</p>

Table 5: Analysis Matrix of Welfare Policy Goal

Goal 1 (Welfare): Households have better access to basic services			
Criteria	Alternatives		
	Program Implementing CDD	JMC Implementing CDD	Law Institutionalizing CDD
Reduction of travel time and financial costs to obtain water			
a. Ave. total minutes fetching water per week per household	103.39	88.48	64.90 ⁶
b. Ave. cost for drinking water per week per household	PhP 30.58	PhP 27.56	PhP 22.78 ⁶
Reduction of transport costs for agricultural products per trip	PhP 597.36	PhP 417.75	PhP 133.72 ⁷
Reduction of travel time and costs to key government services			
a. Ave. total minutes per household spent on travelling one-way to government facilities	37.54	36.75	35.5 ⁸
b. Ave. total travel cost per household for travelling to government facilities	PhP 50.71	PhP 42.46	PhP 29.40 ⁹
Increased access to educational facilities and services			
a. Increase in enrollment rates	46 per class	47 per class	48 per class ⁶
b. Reduction of student/teacher ratios	12.14	9.45	5.20 ⁶
Increase in the number of daily visits to a health facility	8	9	11 ¹⁰

⁶Beatty, Amanda, et. al., 2018, p. 87.

⁷Beatty, Amanda, et. al., 2018, p. 86.

⁸Average time of travel towards the public hospital, public market, municipal poblacion, and barangay health center (Beatty, Amanda, et. al., 2018, p. 96).

⁹Average cost of travel for travelling one-way to the public hospital, public market, municipal poblacion, and barangay health center (Beatty, Amanda, et. al., 2018, p. 85).

¹⁰Araral, Eduardo, and Holmemo, Camilla, 2007, p. 17.

Result: Under the policy goal of welfare, the third policy alternative of passing of the CDD Approach Institutionalization Law yields the highest probability of achieving the policy goal across all of the specified criteria. It is apparent that in terms of travel time and costs for accessing basic services, the third policy alternative shows the greatest reduction. We also see that for education and health-related criteria, the third alternative yields the highest results. Based on the assumptions explained earlier, it is clear that the 100% implementation of the CDD approach across all barangays in the country has the best possibility to grant better access to basic services for households. This is also supported by various related literature on CDD, with impact evaluation of the largest government-run CDD programs in various countries such as India, Indonesia, Morocco, Nepal, and Philippines reporting that the programs have led to better access to all-weather roads, clean water, sanitation, education, and health (Wong and Guggenheim, 2016).

Table 6: Analysis Matrix of Efficiency Policy Goal

Goal 2 (Efficiency): Improvement of the socio-economic status of households while utilizing the same amount allocated for local government projects and programs			
Criteria	Alternatives		
	Program Implementing CDD	JMC Implementing CDD	Law Institutionalizing CDD
Increase in per capita household consumption			
a. Food	PhP 9,542.64 ¹¹	PhP 10,115.20	PhP 10,687.76 ¹²
b. Non-food	PhP 13,732.93 ¹¹	PhP 14,071.53	PhP 14,410.13 ¹²
Reduction of percentage of households below poverty threshold	16.20% ¹³	15.72%	15.23% ¹²
Increase in employment rates			
a. Labor Participation Rate	60.10% ¹⁴	61.05%	62% ¹⁵
b. Employment Rate (of % of labor participation rate)	94.60% ¹⁴	94.62%	94.64% ¹²
c. Unemployment Rate (of % of labor participation rate)	5.40% ¹⁴	5.38%	5.36% ¹²

Results: Under the policy goal of efficiency, the third policy alternative of passing of the CDD Approach Institutionalization Law yields the highest probability of achieving the policy goal across all of the specified criteria. The criteria identified for this policy goal, which oftentimes are indicators for socio-economic status, show that the third policy alternative has the best results in terms of increase or reduction. However, it is also noted that the differences between the results are minimal.

¹¹PSA, 2015.

¹²World Bank, 2013.

¹³PSA, 2021.

¹⁴PSA, 2018.

¹⁵Beatty, Amanda, et. al., 2018, p. 97.

Table 7: Analysis Matrix of Security Policy Goal

Goal 3 (Security): Local communities are assured that government projects are tailored to fit their needs			
Criteria	Alternatives		
	Program Implementing CDD	JMC Implementing CDD	Law Institutionalizing CDD
Increase in household participation in barangay assemblies and other related activities			
a. Number of barangay assembly meetings held in the last month ¹⁶	3.050	3.293	3.677 ¹⁷
b. Average number of people who attended the last barangay assembly meeting	156.21	159.77	165.40 ¹⁷
c. Number of BDC meetings held in the last 12 months	5.905	5.761	5.533 ¹⁷
d. Average number of people who attended the last BDC	25.930	24.168	21.382 ¹⁷
Increase in local government projects that correspond to ex ante preferences of the communities	Average	Average	Above Average increase ¹⁸

Results: Under the policy goal of security, the third policy alternative of passing of the CDD Approach Institutionalization Law also yields the highest probability of achieving the policy goal across all of the specified criteria. In terms of the increase in household participation in barangay assemblies and other related activities and the increase in local government projects that correspond to ex ante preferences of the communities, the third policy alternative has the best result in most of the criteria. However, in the number of Barangay Development Council (BDC) meetings held in the last twelve (12) months and the number of people who attended the last BDC, the first policy alternative is the best option. In the IPA's Impact Evaluation of the KALAHYON-CIDSS: 3rd Round Report, the qualitative research of IPA suggests that one reason for this may be that, unlike early KALAHYON-CIDSS meetings where new funds are being considered, these subsequent meetings occurred without the promise of large new funding, thus offering less compelling reasons for members to attend. However, IPA posited that "From a policy perspective, it is safe to conclude that the KC process is better than the status quo at identifying residents' public goods preferences. Residents' needs were clearly better met by KC." (Beatty, Amanda, et. al., 2018, p. 81)

¹⁶The periods referred to for this criteria indicator and the other criteria indicators below are reckoned from the period of the data collection in 2015.

¹⁷Beatty, Amanda, et. al., 2018, p. 92.

¹⁸There is a large impact on the degree to which barangay projects reflect resident preferences. At baseline, the IPA Impact Evaluation Report surveyed residents about the types of projects they wanted to see in their barangay. In KC areas, subprojects turned out to be highly reflective of resident preferences as compared to non-KC areas (Beatty, Amanda, et. al., 2018, p. 60).

RECOMMENDATIONS

To address the inadequacy of community participation in the development, implementation, and monitoring of local-level government projects and programs, it is evident that the best policy option is for the **Immediate Passing of a Community-Driven Development Approach Institutionalization Law**. Across all three policy goals, the third policy alternative has consistently shown the best probability of achieving the identified criteria for accomplishing the said policy goals. However, it must be highlighted that the proposed CDD Approach Institutionalization Law must not only be a declaration of the adoption of the CDD approach, but must also establish the specific process and requirements on how the CDD approach will be implemented in all LGUs across the country. The reason for this is that participatory governance is already an existing policy through the Local Government Code and other related statutes, and the CDD Approach Institutionalization Law must differentiate itself from existing policies.

With this in mind, we recommend the following initiatives that can be implemented in line with the recommendation for the immediate passing of a CDD Approach Institutionalization Law:

1. Lobby for the passing of the proposed Bills, namely House Bill Nos. 3008 and 3458, for the institutionalization of the CDD approach currently in the Lower House of the Congress of the Philippines or other Bills that will be proposed in either Houses of Congress. It is suggested that the Department of Social Welfare and Development lead the efforts in lobbying for the passing of the said Bills. However, there is still a need to further review the Bills and determine other provisions that may be needed to ensure the successful implementation of the CDD approach, which may be accomplished through consultation meetings. Additionally, identifying a CDD Champion from the members of Congress who will push and advocate for the passing of the CDD Institutionalization Bills will strengthen the efforts in pushing for the passing of the said Bills. Furthermore, the DSWD could rally the support of LGUs through identification of champions at the local levels with the intent to influence other LGUs to adopt the CDD approach.
2. Conduct consultation meetings or other related activities with decision-makers, local government units, civil society organizations, and other stakeholders to ensure that the proposed law will be vetted by all interested parties thereby guaranteeing that the proposed legislation will be in the best interest of the communities. It is suggested that the Department of Social Welfare and Development and the Department of Interior and Local Government lead this effort. Following the stakeholders analysis conducted in this paper (*see Annex A*), it is recommended that the parties identified in the stakeholders mapping be selected as the stakeholders for initial coordination and communication in the conduct of consultation activities.
3. Conduct further studies to determine the long-term impact of the implementation of the CDD approach on poverty reduction, one of the overall goals of CDD as the related literature is divisive on the concrete effect of CDD on poverty reduction. Case studies of the implementation of the CDD approach in other countries may also be explored.

4. Conduct information, education, and communication (IEC) campaign activities on the CDD approach using traditional and social media to inform, gather, and strengthen the support of key stakeholders and decision-makers. It is suggested that the Department of Social Welfare and Development and the Department of Interior and Local Government lead the conduct of the IEC activities.

Recognizing the extensive process of passing a Bill to Law, the paper also acknowledges that the implementation of the two alternatives can serve as foundational steps to further advance the progress of the establishment of the CDD approach in the local development process throughout the country. Thus, while the analysis of the policy alternatives have resulted in a clear “best alternative,” it will be beneficial towards the establishment of the CDD approach that Policy Alternative # 1 remain to be implemented by the DSWD, and that Policy Alternative # 2 be enacted by the concerned parties as a precursor to the CDD Approach Institutionalization Law. Furthermore, evaluation of the readiness of the LGUs across the country to implement the CDD approach through the establishment of a Scorecard, and the development of a compendium or national standard for determining the requirements for programs, projects, and activities (PPAs) to have CDD elements are other useful preliminary initiatives to the passing of the CDD Approach Institutionalization Law.

It is imperative to act promptly in regards to the adoption of the CDD approach as a national strategy for poverty reduction and inclusive participatory governance. The paper proposes policy initiatives and other considerations that can be employed towards this goal but it does not presume that these are an exhaustive list. What is essential is the need for urgency as the posited policy issue becomes more timely. As the related literature documenting the positive results and impacts of CDD interventions in the international landscape advances, there is a need to embrace the CDD approach as a national strategy strategy to be able to tap into the full potential of benefits from the CDD approach, inasmuch as its benefits will blossom over a long-term, persistent, and inclusive implementation.

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ANNEX A. STAKEHOLDER ANALYSIS

In the analysis of the policy alternatives, there is also a need to consider the power dynamics between the stakeholders, from those that have the legal and institutional authority to effect policies and initiatives to those who will be most affected by the implementation of any of the policy alternatives. The paper underscores that the proposed stances of key stakeholders are logical assumptions, and may not reflect their actual viewpoint. However, these assumptions were utilized to generate the results of the stakeholder analysis for the purpose of formulating possible strategies that can be utilized upon the emergence of opposition to the implementation of the policy alternative that will be evaluated to be the best policy option.

Using the rating scale in Figure 2, the table below (Table 1) shows the power and influence ratings of relevant stakeholders and the probable support of key decision-makers and stakeholders.

Figure 2: Rating Scale for Stakeholders Analysis

Rating	Power/Influence	Probable Support (Interest)
1	Very Low (Passive)	Very Low (Will oppose)
3	Low (Observer)	Low (Bystander)
5	Medium (Analyst)	Medium (Neutral)
7	High (Recommending Approval)	High (Will promote)
10	Very High (Approval)	Very High (Will actively lobby)

Table 1: Stakeholder Analysis of Key Stakeholders in the CDD Approach

Stakeholder/Decision-Maker	Support/Opposition/Neutral	Power/ Influence (Rate)	Probable support of key stakeholders/ decision-maker (Rate)
Congress: House Committee on Poverty Alleviation / Senate Committee on Social Justice, Welfare and Rural Development	Support	10	10
Other Members of Congress	Neutral	10	5
DSWD / DILG	Support	7	10
Local Communities	Support	3	10
LGUs (Regional, Municipal, and Barangay)	Oppose	7	3

Stakeholder/Decision-Maker	Support/ Opposition/ Neutral	Power/ Influence (Rate)	Probable support of key stakeholders/ decision-maker (Rate)
Non-governmental Organizations (NGOs) / People's Organizations (POs) / Civil Society Organizations (CSOs)	Support	3	7
Local and International Development Partners (DPs)	Support	5	7
Local/National Media	Neutral	3	5

A. Congress of the Philippines

For the Congress of the Philippines, the paper assumes two particular parties that are involved in the implementation of the CDD approach: the House Committee on Poverty Alleviation / Senate Committee on Social Justice, Welfare and Rural Development, and the other members of Congress. For the first party, support is already guaranteed as they are the primary decision-maker for the passing of a law institutionalizing the CDD approach. However, change in leadership / membership of the Committees may also affect the support for the policy alternative. For the second party, support is currently Neutral but political willpower of the author of the CDD Bill and the relevant Committees, and lobbying of supportive stakeholders may change from Neutral stance to Support. An obstacle to changing stance to Support may be that the political agenda of other Congress members may be vastly different from those of the members of the two aforementioned Committees.

B. DSWD / DILG

For the DSWD, Support is already high as the implementing agency of the KC/KC-NCDDP. Support for the implementation of any of the policy alternatives is already assured. No further action will be needed to prevent changing of the Support stance. For the DILG, Support is also high especially for the second policy alternative.

C. Local Communities

The paper assesses that the support for the Passing of the CDD Bill is extremely high, being the primary recipient of the benefits of the proposed policy options. Information campaigns may be utilized for members of the group that are not aware of the CDD approach and its socio-economic benefits. However, it may also be assumed that willingness of local communities to participate in the development, implementation, and monitoring phases of local development process may wane the longer the implementation of the best policy option is effected.

D. LGUs (Regional, Municipal, and Barangay)

The paper assesses that Support stance from the LGUs may be difficult to achieve across the board as the proposed policy alternatives impinge on their financial and institutional capacity. Opposing stance is due to the fact that the power to develop, implement, and monitor projects is transferred to local communities. This will, in effect, lessen the resources that can be utilized by the LGUs.

E. POs / NGOs / CSOs

It is assessed that POs/NGOs/CSOs are likely to support the proposed policy alternatives for the implementation of the CDD approach. However, we also caution that individual members (especially those in high positions) may have political connections / agenda that may be detrimental to Support.

F. Local and International DPs

Development Partners are likely to support the proposed policy alternatives as CDD is a growing global approach to good governance. However, change in prioritized goals, projects, and programs of the DPs may change Support to Neutral.

G. Local / National Media

Currently, local/national media interest is assessed as Neutral. However, information campaigns may change support from Neutral to Support, especially if clamor rises for the implementation of any of the proposed policy alternatives. However, political connections/agenda may affect support, which can further affect the support of other stakeholders. Current events will dictate the priority of the media, and CDD may not be a “hot” topic.

From the assessment of the level of interest and power/influence rating of stakeholders, possible strategies may be formulated using the power-interest framework for stakeholders analysis (*Table 2*). The proposed strategies are shown in *Table 3*.

Table 2: Power-Interest Framework for Stakeholders

Level of Power Influence of stakeholder	High	Keep Satisfied	Manage Closely
	Low	<ul style="list-style-type: none"> • Other Members of Congress • LGUS (Regional, Municipal, & Barangay) 	<ul style="list-style-type: none"> • Congress: House Committee on Poverty Alleviation / Senate Committee on Social Justice, Welfare and Rural Development • DSWD / DILG
		<ul style="list-style-type: none"> • Local / National Media 	<ul style="list-style-type: none"> • Local Communities • Non-governmental Organizations (NGOs) / People’s Organizations (POs) / Civil Society Organizations (CSOs) • Local and International Development Partners (DPs)
		Monitor	Keep Informed
		Low	High
		Level of Interest / Support Impact to stakeholder	

Table 3: Possible Strategies to Effect Support for the CDD Approach

Strategy	Power / Influence	Probability of Success	Cost	Negative Consequences
Lobby for the establishment of a JMC for the strengthened implementation of the CDD approach or for the passing of a CDD Institutionalization Law through the development and submission of evidence-based policy analysis paper and other technical documents to key stakeholders.	High Power, Low to High interest	High	Research Cost; Manpower Cost of researchers or analysts (if in-house)	Non-approval of the CDD Bill despite lobbying for its passing may demoralize stakeholders and may affect future support and interest.
Conduct of consultations and meetings with key stakeholders, specifically those that are in the higher spectrum of Power and that are in the lower to higher spectrum of Interest.	High Power, Low to High Interest	Medium to High	Administrative Cost	Outright disapproval of LGUs of the CDD approach may affect the interest and support of other local-level stakeholders.
Conduct of various Information Campaign activities using traditional and social media to inform and strengthen the support of stakeholders, especially those in the lower spectrum of Power.	Low Power, High Interest	Medium to High	Cost of engaging traditional and social media	Given the limitations of media, misinformation may arise due to misunderstanding of information or due to manipulation of information due to political agendas.