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The KALAHI-CIDSS Community-Driven Development Project

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JUNE 2005

The findings, interpretations, and conclusions are those of the report team and should not be attributed to the World Bank, its Board of Directors, or any of its member countries.

empowering the poor

The KALAHI-CIDSS Community-Driven Development Project

A Toolkit of Concepts and Cases

Environment and Social Development Unit
East Asia and Pacific Region

Participation and Civic Engagement Group
Social Development Department

The World Bank

where the KALAHI operates

CAR
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2 Mt. Province
3 Abra
4 Kalinga

REGION IV
5 Quezon
6 Romblon
7 Marinduque
8 Oriental Mindoro
9 Occidental Mindoro

REGION V
10 Masbate
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12 Camarines Norte
13 Camarines Sur
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REGION VI
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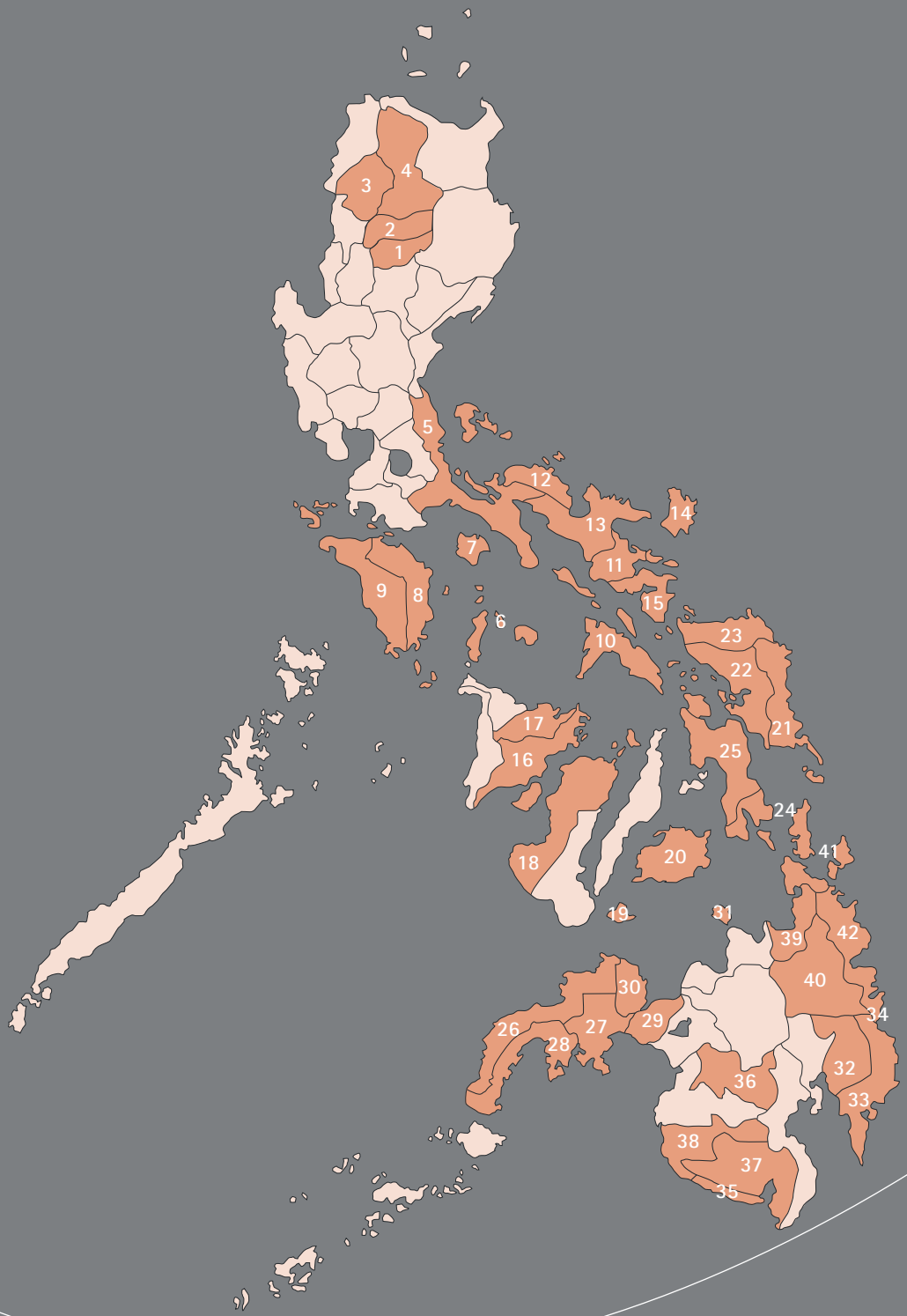

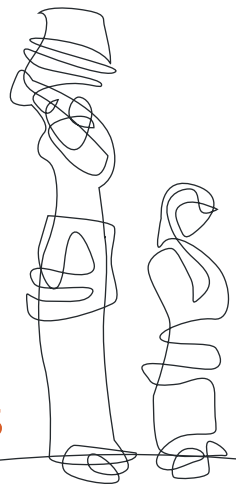

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An NGO Perspective on the KALAHI-CIDSS

list of abbreviations

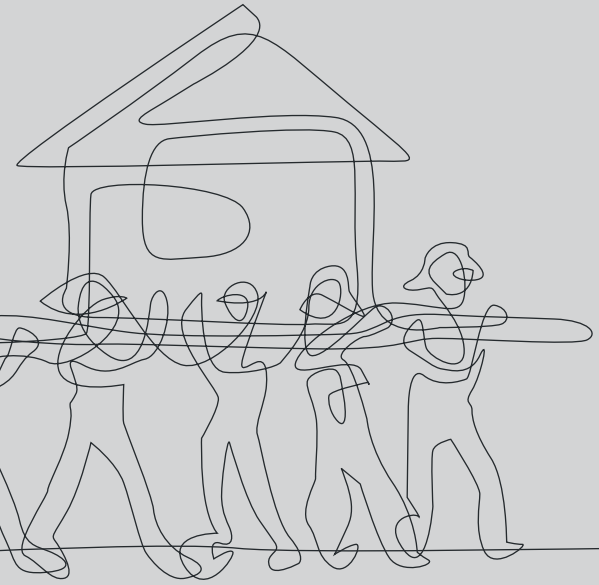
ACT	Area Coordination Team
BGY.	Short for barangay (village)
BSPMC	Barangay Subproject Management Committee
CDD	Community-Driven Development
CIDSS	Comprehensive and Integrated Delivery of Social Services
DA	Department of Agriculture
DBM	Department of Budget and Management
DILG	Department of the Interior and Local Government
DEPED	Department of Education
DOF	Department of Finance
DOH	Department of Health
DSWD	Department of Social Welfare and Development
DTI	Department of Trade and Industry
EU	European Union
KALAHI	Kapit-Bisig Laban sa Kahirapan (Linking Arms Against Poverty)
LBP	Land Bank of the Philippines
LGU	Local Government Unit
MIAC	Municipal Interagency Committee
MILF	Moro Islamic Liberation Front
MIVF	Municipal Inter-Village Forum
MIS	Management Information Systems
NAPC	National Anti-Poverty Commission
NEDA	National Economic and Development Authority
NGO	Non-government Organization
NIA	National Irrigation Authority
NPA	New People's Army
NPOB	National Programs and Operations Bureau
NSC	National Steering Committee
ODA	Official Development Assistance
O&M	Operation and Maintenance
PSA	Participatory Situation Analysis
PPT	Project Preparation Team
PTA	Parent-Teacher Association
TESDA	Technical Education and Skills Development Authority
UDP	Upland Development Program
VRT	Village Representative Team

introduction

The KALAHI-CIDSS is a community-driven development (CDD) project that aims to empower communities through their enhanced participation in community projects that reduce poverty. Within 6 years, the project aims to cover 25 percent of the poorest municipalities in the poorest 42 (out of 79) provinces of the Philippines, equivalent to more than 4,000 villages in 182 municipalities. It strengthens community participation in local governance and develops local capacity to design, implement, and manage development activities. Community grants are used to support the building of low-cost, productive infrastructure such as roads, water systems, clinics, and schools.

The project is implemented by the Department of Social Welfare and Development with the World Bank providing financial support to the project. The total project cost is US$182.4 million: US$100 million from the World Bank; US$31.4 million from the national Government; with villagers and their local governments contributing US$51 million as cash or in-kind contributions.

The project is part of the overall KALAHI framework, which is the Government of the Philippines' overarching program for a focused, accelerated, convergent, and expanded strategy to reduce poverty. The KALAHI program aims to provide interventions on asset reform; human development services; capacity building; and participation in governance.



The KALAHI-CIDSS project adopts features of two successful community development schemes: the Philippines' Comprehensive and Integrated Delivery of Social Services (CIDSS) and Indonesia's Kecamatan Development Program. CIDSS is a CDD program in the Philippines that focuses on 3 villages per target municipality, in particular, on the most disadvantaged families within the said villages. It stresses the convergence of various agencies and their social services. The Bank-supported Kecamatan Development Program (KDP) has received considerable acclaim. The program has scaled up rapidly and now covers more than 28,000 villages. From just 25 villages in 1997, it now covers about one in every three villages in the fourth most populous country in the world. Participating *kecamatans* (sub-districts) get block grants ranging from US$55,000-85,000 each year. Villages in the area then submit proposals for desired sub-projects.

(For ease of reference, from here on the text will refer simply to the KALAHI project—a Filipino acronym that stands for "linking arms against poverty".)

Initial results are promising.

Rapid Expansion. Implementation of the KALAHI began early in 2003 in only six villages. After the pilot phase of 6 months, the project expanded to 201 villages in 11 municipalities in 11 provinces. One year later, it was being implemented in 1,505 villages in 67 municipalities in 22 provinces.

Responsive Project. The projects currently being implemented have estimated economic rates of return of 17% to 53% for the villages, very high for social development projects, and indicating the responsiveness of the projects. The KALAHI is providing services that villagers have often been waiting for decades. Village projects are approved, designed, and constructed within only 3 to 6 months.

Generating Ownership. The project seems to have the highest rate of local cost sharing among official development assistance-funded projects in the country. Local contributions have even reached 88% of the total cost of construction of a community project. Villagers contribute their own cash, raw materials, land, labor, and food.

Good Disbursement. The flow of funds from the national accounts down to the villages is on schedule—this is noteworthy given the serious disbursement problems faced by official development assistance projects in the Philippines, especially in the early phases.

Setting Standards. Construction costs for the KALAHI infrastructure are 10% to 30% lower than standard costs for the same facilities provided through public agencies and private contractors. Community projects are also frequently of better quality. In fact, the KALAHI-funded infrastructure is becoming the yardstick used by villagers to assess comparable infrastructure in their areas.

Building Capacities. The KALAHI has already trained 10,000 villagers, local government staff, and project staff in project planning, technical design, financial management, procurement, and governance. In addition, almost 80,000 villagers will be trained in project activities, as well as how to engage their local governments.

Enhancing Participation. Most important, the project has provided villagers with structured opportunities for accessing information, making their voice heard, and influencing local governance. The KALAHI village assemblies have an average attendance of 55% of all households, reaching as high as 98% in some communities.

radical change:

stories from ten KALAHI communities

CONCEPCION, ILOILO
The mayor turns to the KALAHI for integrating all his anti-poverty projects. The bottom-up system is now embedded in the planning cycle.

MAGWAWA, DAVAO DEL NORTE
Farmers used to transport their corn to the town to have it milled. But motorcycle fare would eat up 1 out of every 2 bags of corn they brought. Today they mill their own produce.

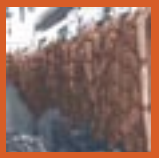
DANSALAN, LANAO DEL NORTE
Because of the new road, the gun culture is starting to fade. People are giving up their firearms and would rather invest in motorcycles.

OLAVE, SIQUIJOR
Denied electricity all their lives, the people hauled 22 logs up the mountain to install power lines. As such, children can study and adults can work at night. People feel connected to the outside world due to TV.

KINABUHAYAN, QUEZON
The deluge in the province had killed more than 1,000 people in December 2004. The KALAHI flood control wall is holding up well in this village, finally giving the people security.

STA LUCIA, QUEZON
Each teacher used to handle 70 students. With the new school, the ratio has fallen to 40. Parents joke that the facility looks like a private school. Grades are rising and the school has been winning in academic contests.

LIBI, SARANGGANI
The old mountain trail was so narrow that people had to walk sideways or fall into the ravine. This isolated the village. Replacing the trail is a road 6 meters wide—and social services have begun to enter.



SULAT, EASTERN SAMAR
This enterprise has the potential to supply processed meat to the entire province. As it is, their output is not enough to meet market demand. The business has become a convergence point for many government agencies.

LUCATAN, DAVAO ORIENTAL
The village hosted peace talks between the national government and Muslim secessionist rebels. The rebels officially support the KALAHI, and their fighters are volunteers in different villages.

TALAINGOD, DAVAO DEL NORTE
Indigenous people in the highlands used to live in fragile bark houses that would last a few months. This reinforced their nomadic lifestyle. The new KALAHI homes are durable and amply furnished. Stability allows social services to come in.

all in one boat:
our programs are united under the KALAHI

by Raul Banias
Mayor
Municipality of Concepcion
Iloilo

Concepcion is now my home, though I did not come from here. Years ago, I did my medical service here and I grew to love the place and its people. I decided to stay on. Concepcion has 34,000 residents and it is relatively isolated because it includes 16 islands. But you may be surprised at how ambitious we are in our corner of Iloilo. My vision is zero poverty in Concepcion by 2020.

I am proud of the development programs going on in our municipality. We have installed education reforms, livelihood projects, health services. We look into early childhood development, agrarian reform, and coastal resource management. These efforts are fragmented, focused on their own targets, and limited in resources. The KALAHI has provided us with a road map, a coherent framework for integrating all these projects into one grand community plan.

Formerly, local councils in the Philippines did little to involve the people in the planning process. As I see it, the KALAHI is a great opportunity to encourage local governments to get the people involved in community planning.

My vision is zero poverty in Concepcion by the year 2020.

In Concepcion, getting the people on board KALAHI was difficult. The villages were cynical about the whole program. The officials and volunteers complained about the heavy work load—their schedules had become hectic. And I had to contend with misinformation. Everyone called it *kalaha,* a "frying pan", because so few people wanted to get into it.

But I persisted, deploying vans with loudspeakers, and finally won the people over. Now they are on fire.

The people felt that the projects were truly theirs. A resident told me, "After you give your opening speech, you can no longer participate in our forum."

Take one of our projects as an example: Barangay Dungon's new public utility boat.

The people of Dungon needed water transportation to ferry students, workers, entrepreneurs, and their sick. They formerly used a small pump boat that could take 10 passengers at most. It was available on market days only: twice a week. On the other days the owner used it for fishing.

management team. The pump boat association set the schedules, fares, discounts, rental fees.

Because of the KALAHI vessel, residents' incomes have risen as they have greater market access for their products. More employment was created. Their transport expenses went down, and they could attend social events in town more often. School enrollment rose and fewer students dropped out.

In the municipal hall, I did much to oversee projects like those of Dungon. I linked up the municipal agencies into a coordinating committee, which met regularly. The agencies helped ensure the added funds, materials, and people needed to make the projects work (e.g. teachers for a new school). We also assigned staff to the KALAHI villages to give technical support.

ILOILO PROVINCE
Municipality of Concepcion
Barangay Dungon

PROBLEM:
The residents' means of sea transportation was to hitch rides on fishing boats. Capacity was limited and the rides violated safety regulations.

PROJECT:
Public utility passenger boat

PROJECT COST:
P346,146

KALAHI grant (72%)
Local counterpart (28%)

This bottom-up system is now embedded into our planning cycle.

Passengers could try hitching a ride on other fishing boats, but they did not have regular access to them and riding them was not always safe. In fact, to protect their safety, a national Executive Order banned fishing boats from accepting passengers.

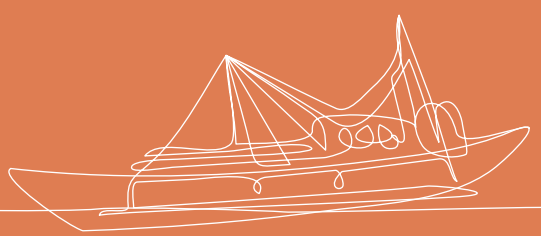
The new KALAHI boat was 18 meters long and 2 meters wide. It could carry 40 people, including the crew. Its design followed the specifications of the Maritime Authority, but the project team made a few changes that were approved by the municipal engineer: a larger hull, motor, and propeller. The vessel was made of hardwood, and its sidings were bolted and nailed together to ensure durability.

In February 2004 the subproject committee turned over the vessel to the village council for operation and maintenance. The council in turn created the Dungon Pump Boat Association with its own technical

Then I commissioned a municipal-wide survey on minimum basic needs. We wanted to create a pool of data that would help measure the impact of the KALAHI. My local government also installed a data board in every village of Concepcion.

The bottom-up KALAHI system is now integrated into our planning cycle. I used our success with the KALAHI to get resources from other donors for our social programs. We thought of them as "convergence partners."

The poor discovered that they could make a change in their lives. In Concepcion, 375 people had gone through the training sessions. They could now analyze their community needs, prepare formal proposals, and demand infrastructure from their politicians. They have learned how to access funds. That capability will remain long after the KALAHI is gone.



peace means walking the same road

by Salie S. Alando
Subproject Committee Chair
Barangay Dansalan
Municipality of Sapad
Lanao del Norte

The name of our municipality, Sapad, comes from a Maranao word meaning "royal garden," and the rich colors of our traditional costumes do look royal. But there is nothing remotely opulent about our social conditions. In the whole municipality, there is only one health center, manned by a nurse, a dentist, and four midwives. We travel on foot or by motorcycle and multicab, which is a motorbike-based vehicle.

We have no government facilities. There is no elementary school in the village; the nearest is 4 kilometers away. Visitors find the trip to our home an adventure. You first have to cross a river on a bamboo raft. This is attached to a cord connected to both banks of the stream. A man pushes the raft to the other side as he wades through the water. You then hop on a tricycle for a ride through a long road. Finally you get on a cart drawn by a water buffalo to cross through a creek.

We chose the repair of a road as our KALAHI project for good reason: Dansalan used to be cut off from the rest of the municipality because of terrible roads. When it rained, the mud was knee-deep. Only water buffalo-drawn carts could come in to carry our rice, corn, coconuts, and root crops. The drivers charged P35 per sack of produce. The trip to the central part of the village would require walking for almost two hours. Carrying the sick to the hospitals in another municipality took three hours.

Children were frequently late for class. They also had to walk through the dirt road in their rubber flip-flops and carry their uniforms in the bag. Only when they arrived in school could they change into shoes and clean clothes.

The people saw actual results so they began to participate in the committees. Our village captain did not impose his will in the process or intervene in the decisions. He just gave his advice and encouraged the people to participate. He also provided financial support for our road. The KALAHI process was long, but we understood why.

People are no longer keen on buying guns. With the new road, they would rather invest in motorcycles.

Today the dirt road is covered with compacted gravel. People helped by gathering stones from the river. The village's development fund supports the maintenance of the road. Our original proposal covered five kilometers of road, but the people cooperated to extend it to six.

Motorcycles and tricycles can now come in. Public utility motorcycles have replaced the water buffalo carts. The fare for transporting produce has fallen from P35 per sack to only P5 per sack. It now takes only 10 minutes to get here from the municipal government center. The students leave for school in their uniforms and come to class on time. The trip to the hospital takes only 20 minutes by tricycle. Immunization services come in every month, and we benefit from free clinics as well.

The local government is seeing development take hold. This has prompted the National Irrigation Authority to offer its services and the local electrical cooperative is taking a second look at the village. The power firm is now bringing in electricity to the area because they believe the roads have really changed our community for the better.

There are no rebel groups here, but we have had a problem with gun violence. We have a tradition called *rido*, family feuding. Through *rido*, retaliation breeds retaliation. But with the new road, people are not so keen on buying guns: they would rather save up to buy motorcycles.

Our social worker friends say the KALAHI is also promoting peace in our neighboring municipality, Sultan Naga Dimaporo. Communist rebels are holding peace talks with the government. Many of the fighters became project volunteers when the KALAHI was introduced there. They found that the bottom-up process resembled their own work with the masses.

Now they could channel their energies into this development work.

We have more peace of mind, there is order here, and people notice the progress. Families that left the village for the neighboring municipality are now returning.

Before the project we were hardly in contact with our fellow village residents. But because of the KALAHI, we got to know everyone. Every village assembly was a chance to meet new faces. In time we got to bond with each other and became close.

In years past, people would take separate paths to market. Today we literally, and symbolically, walk the same road.

LANAO DEL NORTE PROVINCE
Municipality of Sapad
Barangay Dansalan

PROBLEM:
The area was isolated because of an unpaved dirt road.

PROJECT:
Improvement of the main barangay road

PROJECT COST:
P5,150,120

KALAHI grant (59%)
Local counterpart (41%)

no longer
will we be swept by floods

by Amapola S. Quinto
Bookkeeper
Barangay Kinabuhayan
Municipality of Dolores
Quezon

Four severe storms hit the Philippines in December 2004. It was a disaster for my province of Quezon, as more than 1,000 people died buried in mud. More than 40,000 people had to evacuate their homes. So many people lost their parents and children to the deluge. It was heartbreaking to listen to all these stories.

In my province, more than 1,000 died from the December 2004 floods.

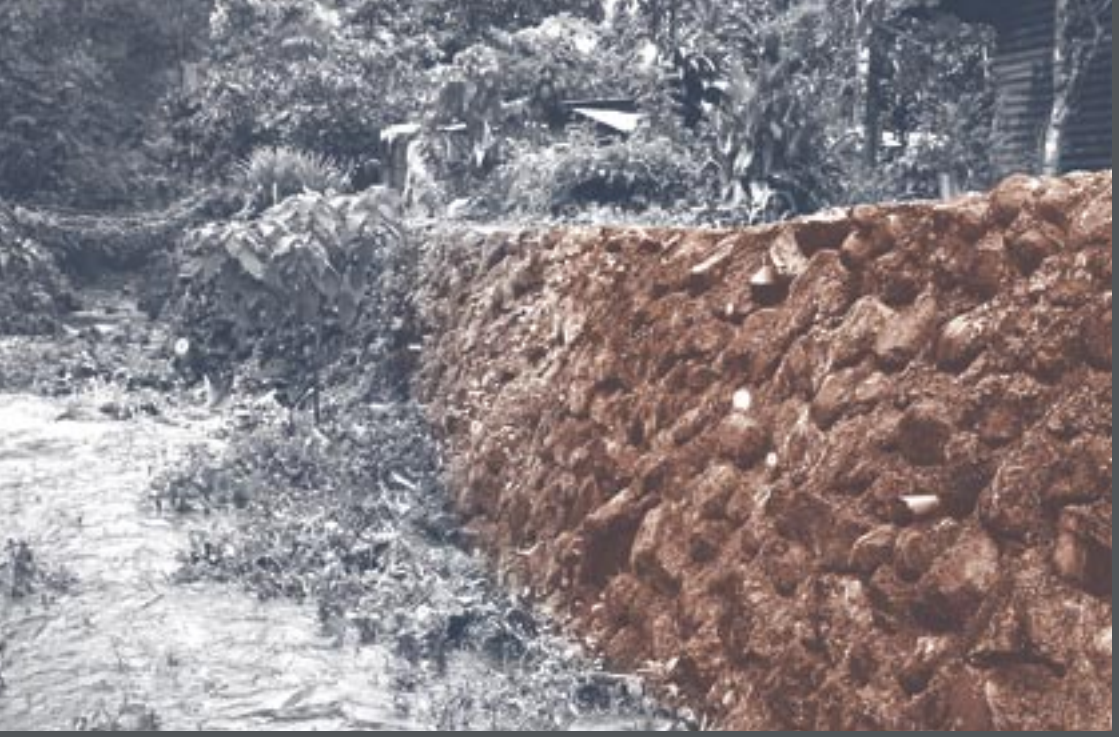
But in my corner of Quezon, our flood control dam held up against the rush of water. We had built a truly solid wall thanks to the KALAHI.

We chose the wall because the deluges here were seasonal and devastating. And our village was right at the foot of Mount Banahaw. Water would roar down the slopes during storms and flood our area. Several creeks converged here, overflowing into each other. Trees were uprooted, farm animals drowned, and small houses were swept away.

When it rained hard, we packed our things in plastic and moved out to reserve shelters. No one had yet died from the floods, but one came awfully close: our neighbor Grace Condino. During Typhoon Rosing, Grace evacuated her children to higher ground and even managed to carry out a 25-kilo sack of rice. But then the water suddenly rushed into her house. The current was so strong that it tore off some of her clothes. She survived by clinging to a rope.

We considered installing a water system under the KALAHI, but we asked ourselves, which was more important, human life or access to water? If human lives were lost, what would dead people do with water, with roads, with schools? So we prioritized the flood control wall. We built our own small "Great Wall," 2.4 kilometers long, separating our village from the mountain. The project committee decided to violate the original design and make the wall thicker than planned, just to be on the safe side. It would take only one breach to make the entire dam useless. Our wall was almost a meter thick at the base.

We installed pipes and used a barrier mix of boulders, stones, and cement. While 60 percent of the cost came from materials bought at the hardware store, the rest came from the community. I'm proud to say that the labor was 100 percent free. The work was monetized, but the amount was used to buy food for the villagers while they worked. Everyone helped, including the children who collected stones.



QUEZON PROVINCE
Municipality of Dolores
Barangay Kinabuhayan

PROBLEM:
The village, lying at the foot of Mt. Banahaw, was vulnerable to floods. Houses were destroyed and livestock were killed during heavy rains.

PROJECT:
Flood control wall

PROJECT COST:
P387,910

KALAHI grant (63%)
Local counterpart (37%)

If lives were lost, what would dead people do with water projects, with roads, with schools? So we prioritized the flood control wall.

A maintenance committee was set up. The members were tasked with cleaning up areas clogged with vegetation and cutting roots to prevent cracks. A fund for maintenance cost was set aside.

Rainy season swept in last July, and we were pleased to see that the dam worked. It diverted the water to the main river. We now have peace of mind. The floods will no longer damage our houses or kill our animals. We can safely cross over to the other roads and we can deliver our produce fresh. We are no longer afraid to send our children to school during the rainy season. Being spared from property damage, we can save more money.

Before, people had little trust in the government. But now we realize the KALAHI is real. My friend, a former village councilor, said "What I dreamed of achieving then, I get to accomplish now."

This program was different from the other government projects I had seen. They took forever. The KALAHI was also very transparent: everything was recorded. If not, people here would get angry because the project also involved investing from our own resources.

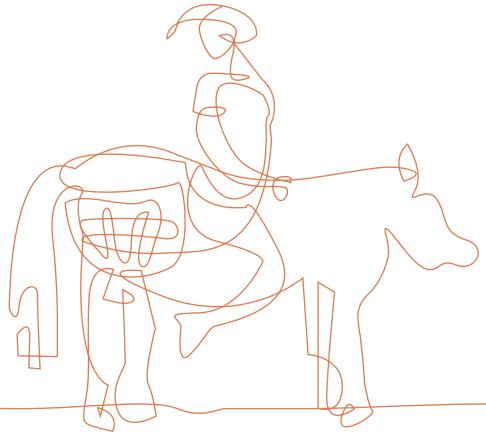
Having gone through the first cycle, I thought we could run the second at a much faster rate. We got used to the process, so what formerly took six months could be done in three.

The project changed me as well. I thought I was a housewife who didn't have much to offer. But when the KALAHI materialized, I got into the action. I spoke up and used my talents. It's like what (national hero) Jose Rizal said: "A stone left scattered in the field, if not made part of a building, is a big waste." Even small talents like mine can be put to good use when they are part of a great project.

from a dangerous trail to a road of opportunity

by Pastor Clarito Palalisan
Subproject Committee Chair
Barangay Libi
Municipality of Malapatan
Saranggani

We are not exaggerating when I say our road was treacherous: no other word can describe it. At one point it was only 14 inches wide. If you slipped off it, you would fall into a deep ravine. That part was so narrow that two people could not cross it—in fact, one person alone had to walk sideways at certain points. Even in the wider sections, you would have to shout first to make sure no one was coming from the other end. Horses were known to have fallen off the trail to their deaths.



That all changed when we built our KALAHI road. It opened vast opportunities for our tribe, the B'laan, long isolated in the mountains of Saranggani province. We B'laan make up 80 percent of the population of our village. We went up and down our rough terrain on foot or on horseback. Our farming incomes weren't much: most of us earned less than P1,000 a month.

Some of our fathers would turn to climbing up and down the ravine to sell farm products to the town. That was very risky. Mothers would not enroll their children because the kids would have to pass through the dangerous narrow trail.

We needed health services, but it was almost impossible to bring sick people and pregnant women through the pass. Then there were the armed groups: bandits, communist rebels, Muslim separatists, you name it. Away from the reach of the government, they frequented our area, even demanding "revolutionary taxes." In turn, the presence of rebels discouraged public agencies from coming in.

We realized it was not a government project. It was our project.

We knew that the trail that served our great grandfathers had to be replaced. During our KALAHI assemblies we agreed to build a new road. We needed to link our communities and to make our village accessible by motorcycle. We had to connect the village with the town and trading centers.

For me, a big problem was the baggage of the past. Politicians used to promise us projects, but many did not deliver. A lot of the projects were implemented poorly and did not provide for maintenance. Neither did they consult us, the supposed beneficiaries. That was a sore point. We didn't want the government to exploit us.

At the start we were intimidated by the 16-step process—so many assemblies. To attend them, men would start hiking from their homes at 3am to reach the village hall at 8am. Then later we realized that the road was not a government project. It was our project. And the real project was not the road but our empowerment.

In the long run, I grew to love the 16 steps. I believe the process is well arranged. Personally, I am using the skills acquired in the training when I approach other government agencies. Five years from now, the community will have mastered the 16 steps.

The municipality did a lot to help us; the officials were always around, giving money as well as rice for the food-for-work program. Our chieftains helped as well by resolving grievances, by contributing funds, and just by being there. Finally, the bulldozers came in. They carved through hard rock and cut a road through the mountains 2.4 kilometers long.

Our KALAHI road was inaugurated on March 18, 2004. People were assigned to handle maintenance: clearing up soil that slid from the mountains during heavy downpours. Their tools were shovels and wheelbarrows. We also planned to plant fruit trees along the road to prevent erosion.

Now we are growing cash crops that we can sell in town: bananas, cotton, peanuts. We are increasing the size of our farms, clearing away land left idle. People tell me that their incomes are rising. Some parents used to postpone sending their kids to school until they were around 12 years old. That was embarrassing for them, as their classmates in Grade 1 were just six years old. With the new road, kids could now go to school at the same age as children from other communities.

The KALAHI road is opening up new projects as well. The staff from the Upland Development Program, funded by the European Union, can now come in on their motorcycles. The Department of Health will bring us their services. There are also plans to set up an elementary school here in Libi.

I'm only 26 years old, but I know I won't be the subproject chairman forever. As a Pastor, I'll go where the mission sends me. I like to think that this road is my blessed legacy to Barangay Libi.

One last note... it's funny, but old habits die hard. Even though the new road is 6 meters wide, some people still walk through it single-file out of sheer habit.

SARANGGANI PROVINCE
Municipality of Malapatan
Barangay Libi

PROBLEM:
The mountain village was cut off because the access trail was dangerously narrow. Parents did not risk sending their children to school.

PROJECT:
Opening of a rural road (1.5 km targeted but 2.4 km achieved)

PROJECT COST:
P1,241,270

KALAHI grant (32%)
Local counterpart (68%)

our village is healing the wounds of war

by Editha R. Umbaligan
Acting Principal, Lucatan Elementary School
Barangay Lucatan
Municipality of Tarragona
Davao Oriental

Our beach is very scenic. Here at Lucatan the water is pale blue, with waves direct from the Pacific washing on the rock formations with extra force. The white sands and the coconut groves make it an ideal retreat. We Kalagans are also a peaceful tribe by nature. It seems fitting that Lucatan is helping promote peace in our troubled region.

Our village has played a major role in the peace process. We hosted peace talks between the government and the Moro Islamic Liberation Front (MILF), a group of Muslim rebels that are fighting for an independent homeland in the southern Philippines. The talks began before the KALAHI came and continued as the project was rolled out.

As you know, Mindanao has suffered from the conflict between government forces and Muslim rebels. The military went on an all-out offensive against the MILF in 2000. Many villages like ours were caught in the middle of the fighting. People evacuated to other municipalities. Then came the ceasefire. With the guns turning silent and peace talks on the table, people have returned to their normal lives. In Lucatan we would rather turn our attention to the war against poverty.

Our village is abundant in food, but we always had a hard time with water. Women and children would fetch it from the river, a 20-minute walk away, but there were limits to how much they could carry. We had to make do with limited supply. Worse, quality was suspect and families would suffer from diarrhea and other illnesses. It also took its toll on the children. They had to wake up at dawn to scoop the water and would end up coming to class late. Many times the children would skip taking a bath, and the embarrassed ones would occasionally cut classes.

That's why we chose a water system as our KALAHI project. It was a community effort: the men installed the main lines, pipes, and tap stands, the women cooked and fed the workers. Our Imam encouraged the people to participate, drawing them to the assemblies. He also served as a meter reader. The governor helped by lending us equipment, while the mayor donated P40,000.

Here we would rather turn our attention to the war against our own poverty.

The water source is a spring supported by an electric pump. We have more than enough water; in fact, our system supplies another village as well. The water flows from the main line to more than 20 tap stands in Lucatan. Each tap stand feeds five to eight households. If the pump or the main line breaks down, the general fund will pay for its repair. But fixing individual tap stands is the responsibility of the affected families.

Today we get water from the KALAHI tap stands any time we want. No need to go on those long walks carrying heavy containers. No need for the kids to wake up very early. And no more cases of waterborne diseases so far.

The Moro Islamic Liberation Front, the revolutionary Muslim secessionist movement, has expressed official support for KALAHI:

The Moro Islamic Liberation Front welcomed programs of the World Bank funded Kapit-Bisig Laban sa Kahirapan [KALAHI] and Community Integrated Delivery of Social Services in eight Muslim communities in Lutayan, Sultan Kudarat.
– TODAY / October 19, 2004

The World Bank-funded KALAHI project has the support of the Moro Islamic Liberation Front. Eid Kabalu, MILF Spokesman, said during a telephone interview that they see nothing wrong with the program. He also confirmed the presence of MILF supporters (in a project site). "We assure the security of the KALAHI personnel who would oversee and help the program," Mr. Kabalu said.
– BUSINESS WORLD / October 22, 2004

The water system project was a big help in strengthening further our unity here. The village assemblies also served as a venue for discussing other problems, issues, and projects. The long process taxed our patience and it was a new experience for us. But now we see the need for the many steps. Village assemblies were necessary for erasing any doubts. The KALAHI is also very different because it is transparent: all the amounts involved are known by everybody. Corruption can't take root.

Lucatan is recognized as a model village as there is much community involvement here. People are very active, so we have maintained our 88 percent participation rate of families in the KALAHI assemblies. Our community facilitator says we excel in the activities of the 16 steps, but sometimes in our eagerness we get ahead of ourselves. Cooperation is part of who we are, and I know it will flower here in the form of peace and development.

DAVAO ORIENTAL PROVINCE
Municipality of Tarragona
Barangay Lucatan

PROBLEM:
Residents' access to water was limited. It was not always potable and the distribution was uneven.

PROJECT:
Level II water supply system

PROJECT COST:
P1,376,926

KALAHI grant (48%)
Local counterpart (52%)

we had been dreaming

for 20 years of building a mill for our corn

by Jerylyn Borja
Community volunteer
Barangay Magwawa
Municipality of Santo Tomas
Davao del Norte

When the KALAHI staff first came to our village, I was suspicious. We had been visited by local politicians and government agencies many times before. They had made a lot of promises, and sometimes they had even begun projects. But they never stayed for long after building something. Some politicians just wanted to put their names on a sign in front of the things they built, hoping it would get them re-elected. We felt that they didn't really care about us.

The KALAHI sounded different. They asked us what our community needed, and told us that we would have a lot to do. I was curious. I wanted to see if this really was a better way of improving life in our community. I encouraged other women to participate, because I would see that the project needed everyone's help.

It didn't take very long for us to decide what we wanted for our community. We had been dreaming for almost 20 years of building a mill for our corn. Our village is on a bad road 11 kilometers from the nearest mill. We felt we could never get ahead because it was so expensive to transport our corn for grinding. The sales from one of every two sacks of corn would pay for the hired motorcycle that took us to the mill. Sometimes, if the lines were too long at the mill in town, we'd sell the corn at a lower price without grinding it, then buy rice to take home. Rice is much more expensive, but at least we didn't have to worry about paying for a place to sleep in town or spending the night without shelter.

People would talk about us behind our backs and say that we were only involved so we could profit personally...But with the KALAHI, everyone could see where every peso was spent, so eventually they could see that it wasn't true.

We hoped that having a mill in our village would change things. We thought we would save a lot of money on transport, and that would allow more families to send their children to school. We would also save all the time traveling to and waiting at the mill in town: sometimes we'd have to wait as long as two days during harvest season. That time would go toward taking care of our vegetables, fruit trees, and animals, and those are what make profit. The corn is just what we eat.

Once our village was chosen to go ahead with the corn mill, things were very busy. There was so much to learn about proposing projects and keeping accounts. I had only gone to school up to 3rd grade, and I was afraid that it would be too difficult. But I did all right, and I was so proud when I learned new things.

It was hard sometimes being one of the more active volunteers. Corruption had often happened in community projects before the KALAHI. So people would gossip and say that we were only involved so we could profit personally. It really hurt me when people would say that. But with the KALAHI, everyone could see where every peso was spent, so eventually they could see that we had nothing to profit personally.

The mill has been running for about 10 months now, and we can already see a big difference in our lives. We now have corn bran from the mill that we can feed to our animals. They are now fatter and healthier, so we get better prices for them. I've more than doubled the number of pigs, chickens, and cows we have thanks to the money we are saving on transport to the mill. But most of the savings goes to my daughter's high school education. Right now she wants to be a police officer, but I'd like her to be a teacher because our village needs one badly. She has choices now, and she's not tied to the farm.

The mill itself is running well. It started out charging a cheaper price than in town, but eventually we decided to raise it to the same rate so that the extra money could go toward buying a sheller and a drier for the corn. The drier will allow us to make more and higher-quality cornmeal. If the corn is very dry, the mill equipment needs fewer repairs. The sheller will save us time, too, because now most of us remove the kernels with knives or our hands and that can be quite slow.

The KALAHI has been a big opportunity for me. Even if we didn't know much about how to manage a project before, we were forced to learn. It wasn't easy to handle a role like the one I've had, but if it weren't for the KALAHI I wouldn't have grown so much. I'm very grateful.

DAVAO DEL NORTE PROVINCE
Municipality of Santo Tomas
Barangay Magwawa

PROBLEM:
Farmers spent much on transportation and milling fees to have their corn processed. They had to sell their corn at very low prices.

PROJECT:
1 corn mill

PROJECT COST:
P712,973

KALAHI grant (79%)
Local counterpart (21%)

our town folk pull off an electrifying victory

by Earl Stanley Matas
Former Mayor
Municipality of Enrique Villanueva
Siquijor

You have seen electrical poles, those big black logs that connect cables across a city. Imagine carrying just one of those heavy poles up a hill. The people of my area hauled 22 such logs up the highlands of Olave, 300 meters above sea level.

Olave, situated on a mountain top, had to content itself with seeing the villages below sparkling with evening lights. Denied electricity all their lives, the people wanted badly to be connected to the grid. So they carried the logs which would link the cables to Siquijor's power network. Today, the KALAHI lights burn brightly at night in Barangay Olave.

In traditional politics in the Philippines, many politicians choose to give funds to villages that supported them during the elections. The KALAHI turns this system upside down. The villages themselves make the decisions.

In Olave 77 percent of the population lived below the poverty line. Analyzing their needs, the people agreed that what they needed most was electricity. They got training from the Department of Social Welfare and Development and learned the basics of accounting, how to maintain community infrastructure, and how to participate in local governance.

The residents themselves wrote the proposal, designed its budget, and presented it at our assembly. Among all the villages of Enrique Villanueva, Olave won the competition for funds. The money was sent in a record 8 days. Some 40 percent of the cost was defrayed by volunteer labor.

The women dug the holes, while the men hauled the logs up the mountain and helped the electric company install the poles.

Electricity is serving the community very well. School children can now study at night, so there are now eight honor graduates. The people have livelihood projects to augment their farming income. More jobs will be created as people are trained on welding, food processing, and mat weaving.

Families now have access to television and feel connected to the outside world. I was told that they were concerned about the events in Iraq.

Expenses for evening power—which used to come from lamp fuel, candles, and radio batteries—were literally halved once electricity was connected.

The community organized a group which took on the task of collecting the monthly electricity bills of each family. The group would then turn over the collected funds to the electric company, whose office was 12 kilometers away.

Congress members are starting to use their pork barrel funds to help fund KALAHI projects. They see that it makes more sense to spend their money on project that the people want most and are most willing to maintain.

I want to give credit to a main actor in the project, Saturnina "Turning" Boco. At first the people of Olave had doubts they would win the municipality's bidding process. After all, Olave was a village led by opposition politicians. The other communities had serious needs that needed attention and they presented well-prepared proposals for water supply projects.

But they didn't have Turning. Her heart-felt speech at the municipality forum swayed the other villages to choose Olave's electrification project. "You couldn't help but be touched, seeing her teary-eyed while telling about their difficulties in Olave without electricity," said one spectator.

Turning scored again on the national stage. Last March, the Department of Social Welfare and Development organized a forum for the nation's best KALAHI projects in Manila. Turning spoke, and she moved hearts anew.

Because of electricity, school children can now study at night, so there are now 8 honor graduates.

In my Siquijor office, I got a text message from Manila exclaiming, "Mayor it's too bad you're not here. Olave got the first prize! WE WON!"

In Manila the team burst out in screams. Turning was so dazed by the victory that she had to be pulled up from her seat. It was her first time to fly in a plane, to visit Manila, to stay in a hotel, even to ride an elevator. Now she had led her village in winning a national contest. The victory at Manila was a big thrill, but it was not as electrifying as watching Olave finally switch on the lights.

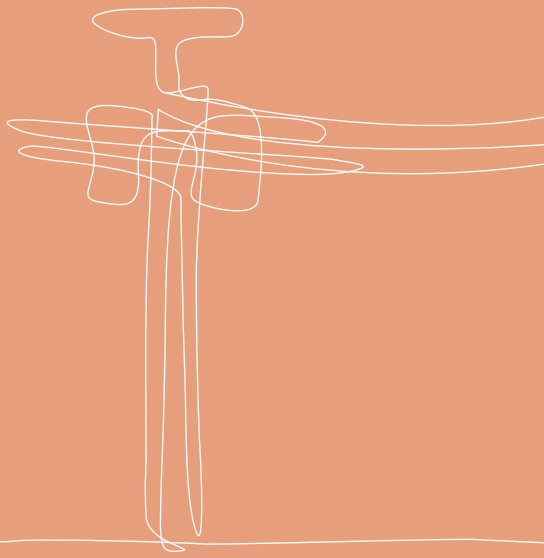
SIQUIJOR PROVINCE
Municipality of Enrique Villanueva
Barangay Olave

PROBLEM:
The residents did not have access to electricity.

PROJECT:
Electrification of the whole barangay

PROJECT COST:
P1,097,000

KALAHI grant (57%)
Local counterpart (43%)



our high school got a radical upgrade

by Zarah Romero
Volunteer
Barangay Sta. Lucia
Municipality of Dolores
Quezon

The new KALAHI high school is doing wonders for teenagers here in Sta. Lucia, the biggest village in the municipality. Up until 2002 the national high school in Barangay Dagatan was the sole high school in the municipality. It had an annex here, where the large student population was crammed into terrible facilities.

They studied in an open area which was split into four sections using dividers made from woven bamboo. It didn't have a roof, save for some sacks sewn together, which gave shade for a fraction of the area. Most of the students were exposed to the sun. Then when it rained, classes had to be combined to occupy the dry portions of the stage. Other youth held classes at an old health center and in the warehouse of the elementary school. Students had difficulty studying because they heard the voices of teachers in the other classrooms through the thin dividers. Some would sneak into the other sections and not get noticed. The setup was confusing for them. Add to that the fact that each teacher was in charge of 70 students.

The parents who sent their children to Dagatan, seven kilometers away, spent P28 per day for transportation. The ratio there was one teacher for 60 students. Many students walked to school everyday since their parents could not afford to pay for transportation. The trek over rough road was exhausting, so many of them stopped attending classes.

So we built a 6-classroom, 1-storey high school. The rooms were spacious and each of them had its own toilet. The total cost was 25 percent lower than it would have been if the government had paid a contractor. We were able to control costs because we saw to it that prices of materials were really competitive.

Parents got excited when they saw the new school being built. They helped out by contributing their own labor. I kept hearing from people that they were working so hard on the project because they knew that their children would benefit. The Chinese Chamber of Commerce then entered the picture, adding two more new classrooms. The finished building was appealing to behold. Parents joked that it was better than a private school.

The Department of Education gave us independence from the Dagatan high school. We would no longer function as their annex and would have our own principal. Suddenly we had a national high school on our hands! The Department provided us with the textbooks we needed. The government could only afford to pay for the salary of one teacher, so the parent-teacher association (PTA) got the parents to chip in to pay salaries for 12 more teachers. Now the problem is a lack of desks, but the parents are helping supply them. At times, the tuition collected is not enough to support the PTA-funded teachers. Families who got used to free public education are still adjusting to paying tuition.

The new school has really improved the quality of education. Now there are 40 students per teacher, so students' education is more closely supervised. Classes are no longer cramped. In general the kids are proud of their school and more eager to attend. More youth from the other villages are coming in, including some who had given up on education until they found the school nearby. We have a high school freshman who is 24 years old, as well as a 28-year-old sophomore. It is a bit awkward for the teacher, who is younger than these students.

The principal says grades are rising and students have been winning academic competitions—Sta. Lucia was the provincial champion in the math and science contests. Students are becoming more ambitious and looking for ways to win scholarships after they graduate. School pride may also be behind their championships in chess, softball, and volleyball.

The parents have become active in school affairs as well, supporting PTA projects. A communist rebel couple has returned to the mainstream community because of the hope planted by the new school for their children.

The finished building was a sight to behold. Parents joked it was better than a private school.

QUEZON PROVINCE
Municipality of Dolores
Barangay Sta. Lucia

PROBLEM:
The quality of secondary education was dismal because of cramped, dreary classroom conditions.

PROJECT:
Construction of a six-classroom high school

PROJECT COST:
P1,092,450

KALAHI grant (61%)
Local counterpart (39%)

our enterprise creates jobs

by Renato Duran
Chair, Board of Directors
Tabi Meat Processing Association
Barangay Tabi
Municipality of Sulat
Eastern Samar

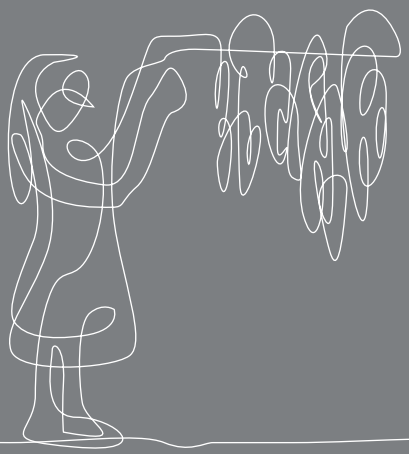
Many factors conspire to maintain poverty here in our village. The province lies in the typhoon corridor—we bear the full brunt of the storms that pass through the Philippines. Incomes are also low because most people make a living from traditional, not mechanized, agriculture. In our municipality, many people lack fishing and agricultural equipment that they could use to earn more money.

But our village has identified a grand business opportunity. We produce fish, but have always imported meat, often from the provincial capital. Most processed meat products come all the way from the main island of Luzon, sometimes even from Manila. We have an alternative: to become the processed meat supplier for the whole province. That's ambitious but I believe we must all think big.

The KALAHI grant covered the equipment and the facelift of the meat processing center. The municipality donated money for the raw materials used during the skills training. Sulat also allowed us to use two market stalls free of charge for one year. The village added to the funds, and the residents helped out by taking turns in manning the center.

We needed training to do everything properly. In a way, our enterprise has become a convergence point for various government bodies. We got the help of the Technical Education and Skills Development Authority, which trained our staff in selecting meat, in processing it, and in maintaining our tools and equipment.

Our business is up and running with our products: ham, meat loaf, cured pork, and corned beef. So far, the enterprise yields 45 kilos of processed meat per month, selling them in units of 200 to 250 grams per pack. Our mark-ups are high, but our prices are lower than the meat coming from other sources. People here have easy access to cheap, high-quality products. We think our products are tasty.



What about marketing? We give a commission for those handling sales and distribution. Our primary market consists of the 950 households in the 5 central villages. The secondary market is made of the 12 outer villages within the municipality of Sulat. Add to this the 114 villages of the neighboring municipalities. Most of the consumers are teachers and government employees. We already have 9 outlets, including those in the provincial capital of Borongan.

The households of the village will become part owners through the capital they invest. Families agreed to this capital build-up plan: they will each contribute only one peso per day. This is easy on their pockets, but it will infuse more than P42,000 per year.
We have encountered bumps along the way, so we are reorganizing the enterprise. The KALAHI program built the meat processing facility: the physical infrastructure. It did not teach us how to run a business. We still have not mastered packaging and marketing. Hence, we asked the Department of Trade and Industry to give us training on these topics. The Department of Social Welfare and Development will also teach us more on community entrepreneurship.

The local government has strongly supported our efforts. Aside from giving a large cash counterpart, the mayor has created a very active municipal interagency coordinating committee. They monitor our enterprise frequently. Sulat has provided us the services of an expert in livelihood projects. The municipality will also give us seminars on financial analysis.

There is a big problem concerning our meat supply: we never have enough to meet demand. The shortage gets worse when there are fiestas, as families slaughter more pigs to serve whole. Our first solution was to go on a swine-dispersal program. That is, the government would provide the families with piglets, which they would raise to maturity. But the municipal government turned down the idea because of the smell.

Hence, we turned to a technical remedy. We got word of the special hog-raising technology from South Korea that involves no odor or watery mess. There will be a seminar in Bohol province on that method, so I will personally go and see it. After we disseminate the technology here, the families of Tabi will provide the meat we need to cater to the whole province. Imagine all the jobs that will be created, all the incomes that will be boosted.

Thinking big, we know we will achieve big.

We'll become the processed meat supplier for the whole province. I believe we must think big.

EASTERN SAMAR PROVINCE
Municipality of Sulat
Barangay Tabi

PROBLEM:
Lack of income opportunities among the residents.

PROJECT:
Construction of a community meat processing center

PROJECT COST:
P352,200

KALAHI grant (82%)
Local counterpart (18%)

we are no longer cut off
from the rest of you

by Datu Ibus Badeos
Volunteer
Barangay Km 31
Municipality of Talaingod
Davao Oriental

When visitors come to my place, I make sure to wear my full costume, with my sword at my side. I am proud of my tribe, the Ata Manobo, and mine is the dignity of being a *datu* (chief), the leader of our people. But I hold my head even higher because of what we have achieved in our KALAHI project.

We are nomads who shift from field to field after planting on it. Using a slash-and-burn approach, we raise corn and rice, but we also pick cassava roots and hunt wild boar. Disease threatens us, because outbreaks of measles and cholera are common.

Perched high in the uplands, Talaingod is hard to reach. This rough land leaves the place untouched by basic services. That is why only a third of us here can read and write. For keeping track of the days, we tie knots on vines. When a day passes, the knot is plucked off. Being isolated, Talaingod is also a hot spot for rebels. Guerrillas from the communist New People's Army (NPA) visit our mountains.

Out of our 15 communities, we chose seven for KALAHI funding in the first cycle. In fact we deliberately chose the poorest, most remote barangays. The KALAHI grant was P4.5 million, while we ourselves gave P3.5 million, often in the form of labor.

The KALAHI project trained 104 of us to handle big money, to buy building materials, and to construct houses. We were not used to paperwork and bank accounts. Some of us created signatures for the first time in order to open the bank accounts. One uses the dollar sign ($) as his signature.

We urgently needed decent shelter. Our usual huts were made from bamboo, tree bark, banana leaves, and grass. They lasted only a few months. Pigs and other animals lived inside our shelters. There were no latrines. Our temporary houses fit well with our shifting way of life, wouldn't you agree?

So the KALAHI came in, and one community called Km 31 chose housing as its top priority. The place got its name because it was 31 kilometers from the nearest main landmark, a school. The plan was to construct 62 houses and a hall to be used in common by the people.

I can say this with no doubt: the KALAHI respected us *datus* and our culture. I am proud to say that we *datus* were very much involved in the project—we were the prime movers. And yet we did not oppose this new way of pulling in many people to help make decisions. We like this way of holding village assemblies because more ideas come out.

People assisted in the housing project with all their hearts. Men, women, and children hauled the materials to be used in construction: galvanized iron sheets, lumber, boxes of nails. Spending a full day, they carried these loads on poles through 24 kilometers of rough terrain.

The KALAHI houses were built, and the frames were made of solid wood. The roofs were sheets of corrugated iron, which we considered a status symbol. Each home, bounded by a fence, had a kitchen sink and a latrine.

The KALAHI project respected us and our culture.

We agreed with the DSWD on a total approach to our welfare. They gave lessons on hygiene and pushed for backyard gardening. We got access to a simple water system.

How would the people of Talaingod make our KALAHI houses last a long time? We Ata-Manobos planted bamboo and forest trees. The wood would be used for future repairs. Each family planted vegetables, herbs, and fruit trees on their own lots. They also collected a fee of P20 from each household per month. The money would be used for maintaining the houses and for building homes for the other families.

We can plainly see that the KALAHI program is making an impact on our community life. We *datus* realized that our lifestyle—burning and shifting fields—has not led us to progress. We needed to settle permanently. Because we are living at fixed addresses, the government can help us more.

The Department of Health has come to Talaingod. They have given us mosquito nets treated with chemicals to save us from malaria. The civil registrar has come in too, listing us residents and giving us birth certificates. The staff from the Department of Agriculture have offered us seedlings and are teaching us better farming techniques. We don't have a school here, but our children get some education through the new daycare services.

All in all, I think that the KALAHI program has changed our minds about government projects. It shows that the government really wants to help us. Even better, they treat us with the respect we deserve.

DAVAO ORIENTAL PROVINCE
Municipality of Talaingod
Barangay Km 31

PROBLEM:
Houses made of bark and banana leaves were very fragile. This was consistent with their nomadic lifestyle. Isolated from government services.

PROJECT:
Construction of 62 tribal houses and 1 communal hall

PROJECT COST:
P1,834,551

KALAHI grant (51%)
Local counterpart (49%)

how the KALAHI program works

This section will provide an overview of the mechanism behind the KALAHI program. It covers objectives, guiding principles, structures, components, the 16-step process, and fund disbursement.

1. Objectives

The KALAHI seeks to empower communities by enhancing their participation in village-level governance. Community members are involved in designing, implementing, and managing development activities that reduce poverty. The objective is to use improved local governance to reduce poverty by:

- **Empowering** communities through participatory planning, implementation, and management of local development activities
- **Improving** local governance by strengthening formal and informal institutions to become more inclusive, accountable, and effective
- **Providing** seed funds for community investment programs.

2. Principles

The KALAHI is based on the following principles which can apply well to other Bank programs of community-driven development. The Department of Social Welfare and Development sums them up in the acronym LET CIDSSS.

Localized Decision-Making. All decisions about community projects are taken in public forums and meetings.

Empowerment. Communities take ownership of all aspects of projects, from planning and decision-making to implementation.

Transparency. The community knows every aspect of project decision-making. Financial management of project funds is open and shared with the entire community.

Competition. Villages in a municipality submit proposals to inter-village forums for funding. Representatives of the local people prioritize the proposals in the forums based on collectively agreed criteria. Proposals will need to be prioritized because the forums receive more proposals than they can fund.

Institutional Capacity-Building. Formal and informal institutions working in the villages and municipalities will be encouraged to participate in project planning, implementation, and maintenance.

Demand-Driven. Options for community projects are based on open menus. Communities can ask for funding for any development activity they want, except environmentally and socially harmful activities. The latter are specified in a negative list (e.g. "weapons, chainsaws, explosives") prepared by the national management team.

Socially Inclusive. Whole communities—not just a few families—have the opportunity to be involved in decision-making. Special efforts are taken to ensure the active participation of women and the poor.

Simplicity. All decision-making, financial procedures, and rules of the project, are simple so that local people can easily understand them and become fully involved.

Sustainability. Operation and maintenance plans are prepared prior to project implementation. At the municipal level, local governments are encouraged to adopt community-driven approaches.

Whole communities—not just a few families—have the opportunity to be involved in decision-making.

3. Organizational Structures

At the helm is the National Steering Committee, which provides policy direction. It is chaired by the Secretary of the Department of Social Welfare and Development or DSWD. The co-chair is the Convener of the National Anti-Poverty Commission. Board members include the Secretaries for Local Government, Economic Planning, Finance, Budget and Management. There are three representatives from civil society, drawn from the largest and most prominent NGO alliances in the Philippines.

National and Regional Project Management Teams
The DSWD serves as the KALAHI's executing agency, and the department's National Programs and Operations Bureau has overall management responsibility. Employees of the department, as well as a few technical consultants, staff the national project management team. The national project manager, who handles the KALAHI operations on a day-to-day basis, reports to the KALAHI national project director, who is the Secretary of DSWD.

The regional offices of the DSWD are responsible for implementing the KALAHI at the local level. A full-time regional project manager has been designated in each regional office to

assume responsibility for implementation. The regional manager, with assistance from other regional staff, supervises the municipal-level area coordination teams.

Municipal Inter-village Forum
The municipal inter-village forum is convened by the municipal mayor and facilitated by the KALAHI area coordinator. This forum gathers a panel of representatives from each village to vote on which project should win the funding. The inter-village forum has regular and associate members, but only regular members are entitled to vote during forum deliberations.

Regular members are the three representatives from each village in the municipality who prioritize the proposals at the inter-village forum. Associate members include local government unit department heads, nongovernmental organizations operating in the municipality, local media groups, and universities. Associate members can advise voting members on technical and other aspects of projects but they cannot decide which subprojects will be funded.

Village Assembly Structure
The village assembly—composed of all village residents and chaired by the village captain—is the key structure for implementation. The village assembly is the ultimate decision maker in the KALAHI. It also selects the members of the various village teams who are responsible for implementing specific phases of the KALAHI within the village. The quorum for a village assembly is 50 percent + 1 household living in the municipality.

The village assembly holds discussions on priorities and builds consensus on broad policies. But village representatives (or community volunteers) assume responsibility for day-to-day project development and implementation. The larger village assembly is convened at least five times during the project cycle to ensure that ordinary villagers—not just their representatives—are in control of decision-making.

The village assembly selects 20 volunteers, or representatives, to actively participate in designing and implementing projects. Key criteria include:

- Ability to communicate effectively
- Strong community standing (considered responsible by peers)
- Willingness to serve without monetary compensation

The volunteers selected are normally villagers motivated by an interest in the public good and peer recognition. Some are farmers, others are former government employees, and a few are professionals with technical backgrounds. Homemakers and women comprise a majority of the volunteers.

4. Main Components

The Project has three main components: 1) Social Preparation, Capacity-Building, and Implementation Support, 2) Provision of Community Grants, and 3) Monitoring and Evaluation.

Social Preparation, Capacity-Building, and Implementation Support
The KALAHI uses technical assistance to mobilize local communities to participate. It also utilizes training sessions and workshops to strengthen the capacity of local communities and local government units to initiate, plan, implement, manage, and supervise projects.

Community mobilization is the responsibility of area coordination teams, one of which is fielded in every KALAHI target municipality. Area coordination teams include:

- Area coordinators, preferably with expertise in community mobilization, to supervise the field teams
- Deputy area coordinators who are also engineers
- Roving bookkeepers to provide financial management services to the villages, and community facilitators to mobilize communities, build capacity for collective action, ensure adequate representation, and provide technical assistance. One community facilitator is provided for every five villages.

Community Grants
The KALAHI provides grants to villages for community development projects and audits records, accounts, and financial statements of expenditure relating to implementation. The KALAHI has allocated a specific amount of grant assistance per community. This sum is calculated based on the number of villages in a municipality multiplied by PhP300,000 (approximately US$6,000). The amount was calculated by DSWD as the average for past community projects.

The villages within a KALAHI municipality compete for funds by presenting proposals at an inter-village forum whose voting members are democratically selected village representatives. The forum determines which projects receive KALAHI funding by using a voting process that the members themselves formulate.

Monitoring and Evaluation
Monitoring and evaluation are designed to provide for continuous learning and adjustment of the project approach. This component of KALAHI involves:

The KALAHI utilizes training sessions and workshops to strengthen the capacity of local communities and local government units to initiate, plan, implement, manage, and supervise projects.

- Participatory monitoring by communities based on self-defined indicators
- Internal monitoring of inputs, process, and outputs by the project management
- External monitoring and evaluation by consultants, civil society, and media.

Community monitoring
Community monitoring includes transparency measures, such as publishing minutes of community meetings and progress reports of funded projects in public places and community bulletin boards. This allows local people to exact accountability by comparing proposed achievements with actual ones.

The KALAHI provides a grievance mechanism for villagers who feel bypassed or marginalized in the planning and selection process. The grievance mechanism examines complaints regarding the selection of proposals, project implementation, and the conduct of project staff. It ensures appropriate sanctions against violations of project principles or previously agreed covenants.

Internal monitoring
Project staff members undertake monthly progress reports with quantitative and qualitative data about project progress, outputs, and deliverables. Project management requires this kind of information—collected and stored through computerized management information systems (MIS)—for real-time feedback on progress.

Independent monitoring
Complementing the grievance mechanism is independent monitoring of community-level activities. Civil society groups, consultants, and members of the media are invited to assess the degree and quality of participation in the planning and decision-making processes, as well as KALAHI's performance in terms of transparency and information-sharing.

5. Implementing the Projects: the 16 Steps

KALAHI projects are implemented in target communities in four phases covering a total of 16 steps: Social Preparation, Project Development, Project Selection, and Project Implementation.

Social Preparation
Step 1. Municipal Orientation. The KALAHI is launched in the municipality. A memorandum of understanding is signed between the DSWD and the municipality. A municipal interagency committee (MIAC) is created that serves as a mechanism for inter-department collaboration. The area coordination team, which serves as the KALAHI field team in each municipality, is deployed two months prior to the municipal launch.

Step 2. Village Orientation. The first village assembly is held in every village within the municipality. Villagers are briefed on the KALAHI. Volunteers for conducting a participatory situation analysis (PSA) are selected by their peers.

Step 3. Participatory Situation Analysis. Volunteers discuss development issues affecting the community and prioritize them. The final output is the village action plan, including the top priority problem to be submitted for the KALAHI funding.

Step 4. Validation of PSA Results. A second village assembly is held. The entire village validates the PSA results. The villagers elect the project preparation team (PPT) and village representative team (VRT).

Project Development

Step 5. Criteria-Setting for Ranking of Subprojects. VRTs attend a workshop where they decide the rules and subproject ranking criteria for the municipal inter-village forum (MIVF). Criteria include poverty focus, sustainability, and local contributions.

Step 6. Preparation of Subproject Concepts. PPTs, VRTs, MIAC members, municipal technical staff, and local non-government organizations attend a workshop on subproject concept preparation. As a result, the subproject concept forms are prepared for each village through stakeholder consultations. A local resource mobilization strategy is formulated to generate contributions from villagers, local government, and line agencies.

Step 7. Validation of Subproject Concepts. A third village assembly is held. Each PPT publicly presents the subproject concept form for validation by the entire village.

Step 8. Finalization of Subproject Concepts. A workshop for all PPTs is held for refining the subproject concept based on inputs from the third village assembly. Presentation materials to be used in the first MIVF are prepared.

Project Selection

Step 9. Ranking of Subproject Concepts by the Municipal Inter-village Forum. The first MIVF is held. PPTs present the subproject concepts and VRTs rank them. All the VRTs sign a resolution from the MIVF indicating the ranking as well as indicative funds allocated to prioritized subprojects. The mayor chairs the MIVF but does not vote.

Step 10. Feedback on the Results of Municipal Inter-village Forum Ranking. A fourth village assembly is held. The results from the first MIVF are presented to the village. The prioritized villages elect the members of the village subproject management committee.

Criteria include poverty focus, sustainability, and local contributions.

Step 11. Formulation of Detailed Subproject Proposals. Village teams, assisted by the ACT and local government staff, prepare the draft detailed subproject proposal, which includes technical specifications and detailed cost estimates. Non-prioritized villages are also encouraged to undertake technical preparation.

Step 12. Validation of Detailed Subproject Proposals. A fifth village assembly is held. The draft detailed subproject proposal is presented to the entire village for validation.

Step 13. Approval of Detailed Subproject Proposals by the Municipal Inter-village Forum. A second MIVF is held. The detailed proposals are presented and assessed by the MIVF. After verification of the required supporting documents, the subprojects are approved for funding. Verification requires a commitment letter from the MIAC, signed by the mayor, for supply of software aspects such as staff.

Project Implementation

Step 14. Pre-implementation Workshop. Village teams, which are attached to the village development council, are trained in construction techniques, reporting, procurement, financial management, and operation and maintenance (O&M). Concerned local government staff members also receive training.

Step 15. Subproject Implementation. Village volunteer teams implement the subproject. During implementation, a detailed O&M plan is required for the release of the second installment of funds.

Step 16. Subproject Operation and Maintenance. The village implements the O&M plan. An O&M monitoring team comprising municipal officers and the ACT tracks progress.

Each village undergoes this process three times, and is eligible to receive community grants on each occasion. Each cycle consists of six to eight months of preparation (steps 1-13) and four to six months of implementation (steps 14-16).

6. Fund Disbursement and Management

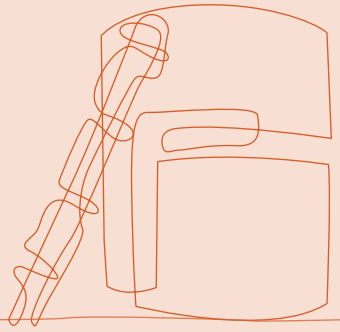
Funds for community projects are released in tranches (usually in percentages of 50-40-10). Funds are transferred from the DSWD to a village account at the nearest branch of the Land Bank of the Philippines. There are three signatories for this village account:

- The chair of the village project implementation team (usually an ordinary villager)
- The village treasurer (a staff member from the local government unit), and
- The DSWD's area coordinator (a member of the KALAHI staff).

The chair of the village implementation team does not have sole authority to disburse funds. Disbursement requests must also be approved by a village finance team, which meets weekly. The approval, disbursement, and recording functions are segregated according to sound financial management.

An audit committee conducts a periodic review of all transactions and fund balances. Financial and physical accomplishment reports—the main requirements for more funds to be released—are presented to a village assembly for approval, in an accountability meeting, before being submitted to the DSWD's regional office.

These progress reports may be submitted to the DSWD's regional office only after the area coordinator and the local poverty reduction officer of the municipal government have verified their accuracy.



rich in experience, dynamic in the field:

an NGO perspective on the KALAHI-CIDSS

by Danilo Songco

Danilo Songco was an active member of the NGO community in the Philippines. Between 1993-2002, he was National Coordinator of the Caucus of Development NGO Networks (CODE-NGO), a coalition of regional and national NGOs with more than 2,500 member organizations, and from 2001-2004, he served as a consultant on participation to the World Bank KALAHI-CIDSS team.

The KALAHI-CIDSS is a product of the long history of community organizing work in the Philippines and the community-driven development (CDD) project experience of the World Bank. This article describes how non-governmental organizations (NGOs), the main proponents of the community organizing method of community empowerment, have influenced the KALAHI-CIDSS project. It outlines some lessons that arise from this engagement.

NGO Sector in the Philippines

The NGO sector in the Philippines is a vibrant and dynamic community that has become a significant player in the country's development. Numbering over a hundred thousand government-registered groups, NGOs have evolved rapidly over the past forty years and have played an important role in social development and poverty reduction. Many of their innovations in the Philippines (e.g. NGO-managed fund mechanisms, a federated coalition of NGOs, a government-recognized self-regulatory body, and fund-raising from the capital markets) have grabbed international interest and some have even been adopted by donor agencies in other developing countries.

Community organizing (CO) is the foundation of NGO work in the Philippines. The concept was born out of the 1960s experience of student and Catholic Church activists in organizing poor communities to fight for their rights. Social activists helped raise consciousness among the poor by explaining the roots of social injustice and by teaching them tools for fighting such injustice. The poor learned different techniques of lobbying government for the delivery of basic social services and were guided on how to press for the removal of harmful policies and the installation of beneficial ones. Communities were also trained by NGOs to undertake projects that would address their needs (like water supply and sanitation systems, affordable housing, and livelihood projects) without relying on government. This strategy formed part of the global shift to a development paradigm that put the community in the center of development. The experience generated by this approach eventually became a source of social legislation, policies and programs, and made NGOs key actors in development.

Project design and policy-making influence

The wealth of CO experience in the Philippines served as a rich source of reference for developing and managing the KALAHI-CIDSS project. The current Project Director, concurrently the Secretary (Minister) of the Department of Social Welfare and Development (DSWD), was a former NGO personality. Secretary Corazon Juliano-Soliman was one of the pioneers of the community organizing experience and was a well-respected civil society leader before she joined government.

The World Bank suggested that the successful Kecamatan Development Project (KDP), a CDD project in Indonesia, would be relevant to the Philippines. After observing the KDP project in Indonesia, Secretary Soliman mobilized a team of NGO leaders that could combine community organizing experience with government bureaucratic expertise to prepare the project concept paper for the KALAHI-CIDSS. The KALAHI-CIDSS is actually an enhanced version of CIDSS (Comprehensive and Integrated Delivery of Social Services), an existing DSWD project which is also largely derived from the CO experience of NGOs. Secretary Soliman carefully selected a group of people who had intensive NGO-community organizing and government service backgrounds. The team was headed by the former secretary of the Department of Agrarian Reform, who had been an NGO leader since the 1970s.

The DSWD eventually organized a composite advisory group of NGO leaders and government officials to shepherd the preparation of the project proposal. This advisory council was eventually converted into the National Project Steering Committee (NPSC), the project's highest policy-making unit. The representation of NGOs and people's organizations (PO) in the NPSC is now institutionalized. Their representatives are invited from the National Anti-Poverty Commission (NAPC) which is a government body created by law to oversee the anti-poverty strategy of the government. NAPC has a legally-mandated process of selecting NGO and PO representatives.

By the time the KALAHI-CIDSS was approved by the World Bank, the subsequent heads of the national project implementation team all came from the NGO community. For its part, the World Bank also maintained an NGO perspective on the project by recruiting some of the members of its project implementation team from the NGO community.

Because of this rich NGO connection, the KALAHI-CIDSS provided many opportunities for NGO involvement.

Other NGO influences on the KALAHI-CIDSS

NGOs engaged the KALAHI-CIDSS in different ways. They were a source of project staff and resource persons during trainings, they disseminated information about the project throughout the NGO community, they monitored the project using their own funds and assisted communities in the process of implementing projects.

During the recruitment of project staff, DSWD often turned to NGOs to hire people with experience in working with communities. DSWD also invited NGO practitioners to serve as resource persons in the training of Area Coordinators and Community Facilitators—the project field staff that dealt directly with the community. NGOs were only too happy to give some of their good people to the project and to contribute to capacity building of project field staff because they saw this as a way of pursuing the community empowerment agenda through the government bureaucracy.

In their desire to affect the project systematically, NGOs formed themselves into a consortium that engaged the KALAHI-CIDSS in different aspects. The NGOs wanted to serve both as participants and critics of the project to ensure that the KALAHI-CIDSS would be consistent in embodying the principles of community empowerment. Before the project's launch, the consortium asked for inputs from NGOs nationwide on how the KALAHI-CIDSS could best be operationalized. This consultative process served as a national campaign to promote greater awareness of the KALAHI-CIDSS among NGOs in the field. It encouraged them to engage the project at their level. Later in the project, the consortium mobilized its own funds and formed a separate body to independently monitor selected areas which served as important inputs to strengthening civil society monitoring of project implementation. One of the features of the project is an external monitoring system that would later be contracted to social development agencies or academic institutions.

During project implementation, DSWD invited NGOs and people's organizations to assist in community mobilization and the implementation of projects chosen by the community. In some areas, NGOs mobilized resources to fund projects that could not be supported by the KALAHI-CIDSS funds.

These direct and indirect contributions of NGOs to the KALAHI-CIDSS increased the project's capacity to translate project principles into operations and kept alive the dynamism of the

community organizing experience in the Philippines. They also fostered the link between NGOs, which were the repository of community organizing experience in the country, and the KALAHI-CIDSS project, which is becoming an effective instrument in mainstreaming the community organizing strategy.

Lessons from NGO Engagement in the KALAHI-CIDSS

The active interface between government and NGOs in the KALAHI-CIDSS has yielded some important lessons that may be applied to other development projects. Some of the lessons highlight the strengths from four decades of NGO experiences, while others point to the differences between government and NGOs.

The KALAHI-CIDSS is demonstrating how to scale up effective approaches in community participation and empowerment that have been advocated by NGOs. Although NGOs are effective in their work of empowering communities, they only reach a small portion of the poor because of their limited resources. The KALAHI-CIDSS is demonstrating how, through the use of public resources and partnership between government and NGOs, an effective development strategy originated by NGOs can reach larger numbers of poor people in less time. If the KALAHI-CIDSS succeeds in its goal of implementing this development approach in at least 10 percent of the villages in the country, this can be a major argument for government adopting the community-driven development approach for many of its development projects. This would reinforce the belief that the community's participation in decision-making is a crucial element of poverty reduction.

In working with different actors, recognize the differences in philosophy and working styles. NGOs felt that the project imposed too many guidelines on the community. Government, on the other hand, sometimes grew impatient with the relatively slow decision-making process of NGOs. The fact is, government may be considered an output-oriented, command structure that is set up for achieving large-scale results. NGOs are often non-hierarchical, process-oriented, and independent organizations that are more focused on smaller units and operate more deliberately than government bodies. Government bureaucrats often insist on procedures and guidelines to maintain standards and to control implementation on a large scale,

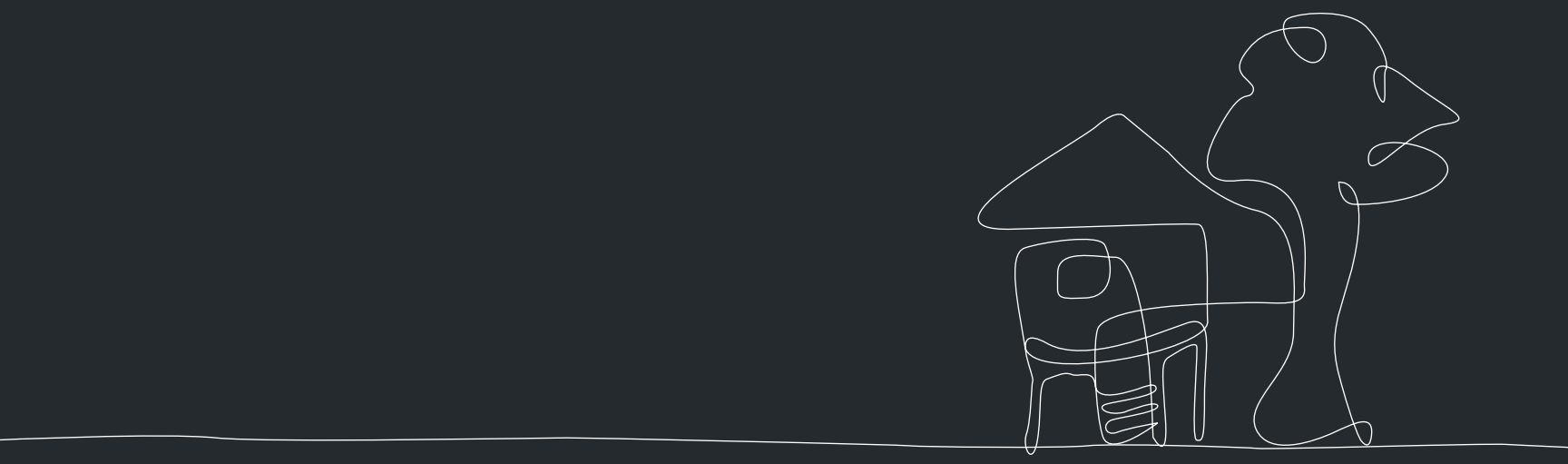
whereas NGOs often find that bureaucratic procedures stifle community creativity. These fundamental differences provide a challenge in working together, but diversity can be turned into an asset if each side recognizes their own strengths, weaknesses, and roles.

Participation does not happen automatically. Despite the rich NGO influence in the KALAHI, at times local DSWD officials failed to reach out to NGOs and people's organizations in their areas. In some cases, local DSWD officials were simply not conscious of the need for NGO involvement. Policy-makers need to be conscious of the need to constantly create and expand the space for participation of NGOs and other stakeholders in development projects.

There needs to be transparency in transactions to avoid misunderstanding between partners. NGOs expected to be given preferential treatment in contracting services because of their competence and the time that they had invested in the project. However, DSWD is committed to procurement rules that require open bidding of service contracts. Expectations need to be clarified at the outset of CDD projects to avoid misunderstandings.

Consultation does not always mean endorsement. NGOs are often consulted at different points in the project. However, NGOs do not always speak as one voice or sanction all the actions and decisions. Systematic information dissemination about the project's actions and consistent participative decision making processes are required to enhance the relationship between the different parties.

This creative tension between government and NGOs entails a delicate balancing act in the KALAHI-CIDSS process of empowering communities. The objective is shared by both parties but is attained through different processes that are relevant to their different perspectives.



"We build the road, the road builds us."
- a community saying

"We realized that the road was not a government project. It was our project. And the real project was not the road but our empowerment."
- a villager from Malapatan, Saranggani province

The KALAHI-CIDSS program covers the poorest municipalities of the poorest provinces of the Philippines. It is driven by public demand. Villagers are trained to identify their most urgent deprivations. They design the projects and write proposals to address these needs. The best proposals in the municipality win the funding for the projects. As reported by the people, the new roads, schools, water systems, mills, boats, and dams have done wonders for their villages. More importantly, the process is empowering the poor.

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