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*Gender-sensitive Monitoring and
Evaluation in a Community-Driven
Development Project:
The Case of the Philippines'
KALAH-CIDSS*



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Acronyms & Abbreviations

ACT	Area Coordination Team
ADB	Asian Development Bank
BA	<i>Barangay</i> Assembly
BaBae	<i>Barangay</i> monitoring and advocacy team
BAPA	<i>Barangay</i> Power Association
BA	<i>Barangay</i> Assemblies
BGA	Baseline gap analysis
BRT	<i>Barangay</i> representation team
BSPMC	<i>Barangay</i> Sub-Project Management Committee
CDD	Community-driven development
CEAC	Community empowerment activity cycle
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CFA	Community Fund Agreement
CIDA	Canadian International Development Agency
CIDSS	Comprehensive and integrated delivery of social services
DSWD	Department of Social Welfare and Development
EC	European Commission
ECD/ECCD	Early childhood care and development
FGD	Focus group discussion
GAD	Gender and development
GEM	Gender and empowerment measure
JSDF-SIP	Japan Social Development Fund- Social Inclusion Project
KALAHY-CIDSS	Kapit-Bisig Laban sa Kahirapan – Comprehensive and integrated delivery of social services
LCC	Local community contribution
LGU	Local government unit

LPRAT	Local Poverty Reduction Action Team
M&E	Monitoring and evaluation
MDC	Municipal Development Council
MDG	Millennium Development Goals
MIBF	Municipal Inter- <i>Barangay</i> Forum
MIC	Monitoring and inspection committee
MIVF	Municipal Inter-Village Forum
MIS	Management information systems
MIT	Monitoring and inspection team
MLGOO	Municipal Local Government Operations Officer
MPC	Multipurpose cooperative
MPDC	Municipal Planning and Development Coordinator
MPDO	Municipal Planning and Development Office
MSWDO	Municipal Social Welfare and Development Office
NCRFW	National Commission on the Role of Filipino Women
NEDA	National Economic and Development Authority
NGO	Nongovernmental organization
NSCB	National Statistics Coordination Board
NSO	National Statistics Office
ODA	Official development assistance
O&M	Operations and maintenance
OMC	Operations and maintenance committee
OP	Operational policy of World Bank
POEA	Philippine Overseas Employment Agency
PSA	Participatory situational analysis
RHU	Rural Health Unit
SIP	Social inclusion project
UNESCAP	United Nations Economic and Social Commission for Asia and the Pacific
UNIFEM	United Nations Development Fund for Women
UNPFA	United Nations Population Fund
WB	World Bank

Note: All dollars are U.S. dollars unless otherwise indicated.

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This report describes efforts made to incorporate gender within KALAH-I-CIDSS as a globally significant CDD initiative and proposes steps that could be taken to strengthen the project's gender responsiveness. © Edwin Huffmann / World Bank

Executive Summary

Gender and Community-Driven Development in the Philippines

This report is intended to assist development practitioners, gender specialists, and social scientists. Its goal is to encourage discussion and improve project interventions. It describes recent efforts to incorporate gender within a specific community-driven development project—the Philippines’ KALAHÍ-CIDSS—and proposes steps that could be taken to strengthen the project’s gender responsiveness. The report provides an overview of the project’s key features and describes its methodology and achievements from 2002–10. It then outlines elements of a monitoring and evaluation framework used to measure the effectiveness of community interaction and selected indicators. It emphasizes important lessons learned through implementing the KALAHÍ-CIDSS across the Philippines, especially in terms of gender and development issues. The report provides a toolkit of potential gender-based M&E indicators developed through field research in 2009. Monitoring and evaluation specialists and those familiar with the context of gender in the Philippines may skip introductory sections and focus on the section on indicators (5), as well as results from the impact evaluation and surveys (3,4).

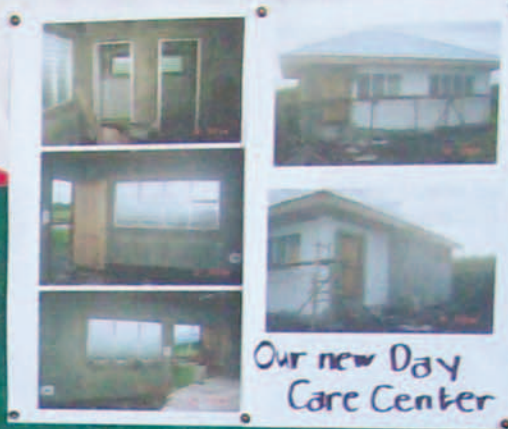
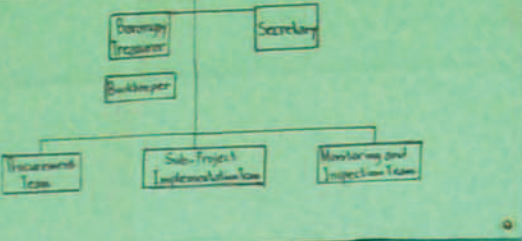
The current status of women in the Philippines is both a cause for celebration and a reason to redouble efforts at empowerment. Women have benefited from improved educational opportunities, better maternal health care, organizational support, and newly enacted policies for empowerment. But women also suffer from high maternal mortality rates, pervasive physical and emotional abuse, and numerous economic disadvantages, such as discrimination at the workplace, challenges of migrant life, lower land ownership rates, and displacement brought about by civil unrest (Barron 2010). Wide discrepancies also exist in political representation and the judicial system, where few women are legislators, judges, and executives. Negative gender stereotypes continue to

prevent women from achieving equal social status and compensation in most career tracks in the Philippines.

Importantly, the government of the Philippines in recent years has prioritized the promotion of gender equality. For instance, the Constitution contains specific provisions on gender, reflecting the Philippine’s key role as one of the earliest signatories to the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW). The country also signed the Millennium Declaration, in which gender equality plays an integral role in the achievement of the Millennium Development Goals. On top of its international commitments, the Philippines has successfully implemented laws and policies promoting gender equality.

Yet, despite these gains, challenges remain: Women in the Philippines face a cycle of disadvantages perpetuated by gender-ascriptive institutional, cultural, and social environments. The extent of women’s participation in economic and political life is hindered by everyday sexism and inequities vis-à-vis men. Regional disparities are also evident; with the combined effects of gender differentials, these disparities compound the challenges facing women in an environment of poverty. While the Philippines takes pride in achieving important milestones for advancing Filipino women, much work remains. Both women and men should be seen as active participants in determining the nation’s socioeconomic fate.

The KALAHÍ-CIDSS offers the promise of poverty reduction through building governance and institutions at local levels throughout the country. While its initial design did not contain a specific gender program, there are a number of key areas for implementing gender-based project interventions. This report is part of an ongoing dialogue to support more targeted, gender-disaggregated indicators that can be included across a range of development projects.



A day-care center funded by the KALAH-I-CIDSS project in municipality La Castellana, Visayas region. The KALAH-I-CIDSS project is showing impressive impact evaluation results on women's labor force participation. © Sean Bradley / World Bank

1

Introduction

The Philippines has made significant progress in empowering women and in advancing gender equality. The government's policy on gender equality and women's empowerment has prioritized women's economic empowerment, advancing human rights and enhancing gender-responsive local governance. All these priority concerns are integral components of poverty reduction programs in the Philippines.

The Philippines has made significant progress in empowering women and in advancing gender equality. Since the government introduced a Constitution in 1987 affirming the equality of women, it has pursued a number of initiatives to mainstream gender concerns in national policies and programs. A Development Plan for Women was launched in 1987, followed by a Plan for Gender-Responsive Development, 1995–2025, coordinated by the National Commission on the Role of Filipino Women. In 2004, the commission drafted a Framework Plan for Women that identifies three priority concerns to meet the objectives of gender equality and women's empowerment: economic empowerment of women, protection and fulfillment of women's human rights, and gender-responsive governance. Projects that support these priorities will facilitate more equitable development across the Philippines, including supporting the full participation of women in political processes and governance in the international and national local level, strengthening gender-sensitive and inclusive programs and mechanisms with civil society, and increasing women's access to economic resources such as capital, technology, information, markets, and training.

Passed in August 2009, the Magna Carta of Women (Republic Act 9710) consolidated and greatly expanded national policies for supporting women's social, political, and economic rights. Specific developments include the creation of a gender ombudsman under the Commis-

sion on Human Rights responsible for women's rights concerns. The Magna Carta of Women demands repeal of laws discriminatory to women; ensures women's equitable participation and representation in government, political parties, international bodies, civil service, and the private sector; affords equal opportunities to women in relation to education, employment, livelihood, social protection, and the military; and mandates access to information and services pertaining to women's health.

This act provides critical infrastructure for the road ahead. However, bureaucratic challenges, lack of adequate finances, staff training, and institutional cooperation hamper immediate change. This report will outline a few key areas where women continue to be disadvantaged compared to men, and will then describe how community-driven development projects are working to shift the dynamics of inclusion.

Poverty is experienced differently by men and women. The inclusion of gender-sensitive development strategies contributes significantly to economic growth, as well as to equity objectives by ensuring that all groups of the poor share in program benefits. Yet, differences between men's and women's needs are often not fully implemented across development projects. It is essential to integrate gender analysis into poverty diagnosis and to ensure that participatory consultation and planning processes are specifically designed to give voice to all sectors of society—women and men, as well as different age, ethnic, and cultural groups.

Promoting gender equality and the empowerment of women supports a foundation for effective development (World Bank 2002a). The mainstreaming of gender issues as a core focal area for development has increasingly been implemented among multilateral and international financial organizations. For instance, the World Bank's 1994 Operational Policy on Gender and



A key provision in the CEDAW is to “Institute affirmative action mechanisms so that women can participate meaningfully in the formulation, implementation, and evaluation of policies, plans, and programs for national, regional, and local development.” Photo: Edwin Huffman/World Bank

Development (OP 4.20) emphasized reducing gender disparities and increasing participation of women in economic development across a range of project areas. The Bank’s gender policy is based on empirical evidence that suggests that the persistence of gender inequality lowers women’s overall welfare, creates inefficiencies in labor allocation in households and the general economy, and hurts project outcomes.

A lack of access to adequate and regular income, basic social services, and a lack of access to new technologies disproportionately impacts women in impoverished regions. Women suffer from malnutrition, pregnancy, and maternal health problems, thereby reducing their

capacity to perform multiple tasks and responsibilities (Asian Development Bank et al. 2008). To date, the Philippine government’s policy on gender equality and women’s empowerment has prioritized women’s economic empowerment, advancing human rights and enhancing gender-responsive local governance (National Commission on the Role of Filipino Women, n.d.). All these priority concerns are integral components for poverty elimination programs in the Philippines. These gender-specific priorities are also included in the government’s Medium Term Development Plan (2004-2010).¹

¹ See: <http://www.neda.gov.ph/ads/mtpdp/MTPDP2004-2010/PDF/MTPDP2004-2010.html>

Legal and Policy Framework

Increased gender responsiveness has led to measurable results. In 1995, the Philippines ranked 28th out of 116 countries surveyed in a 1995 Gender and Empowerment Measure (GEM); in 2007, the nation had moved to 6th out of 129 countries worldwide. Yet despite many gains in efforts to advance women's welfare in the country, serious gender disparities persist.

Over the past three decades, the Philippines has pursued gender equality programs in accordance with principles established by the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) and action plans of the Women's World Conferences in Nairobi (1985) and Beijing (1995). Amendments to the 1987 Philippine Constitution also include provisions that underscore the country's recognition of the importance of promoting equality between the sexes and advancing the rights of marginalized communities.² Consequently, a number of key laws have been enacted since 1987 to protect women from gender discrimination in economic, political, and cultural life.³

In 1994, following the National Commission on the Role of Filipino Women (NCRFW), the Philippine government prepared a Strategic Plan for Gender Responsive Development. This provided a foundation of principles for advancing the status of women, as well as a comprehensive approach for government agencies to respond to gender issues. A series of analytical tools for mainstreaming gender considerations in program planning, implementation, monitoring and evaluation were developed and widely disseminated to all government agencies. Supplemental tools included budget guidelines and tools for preparing responsive gender action plans. Periodic training of government officials and personnel from across the legislative, executive, and judicial branches of government has combined with the strategy to bolster gender responsiveness among public officials (Asian Development Bank et al. 2008). But much more can be done to scale up gender mainstreaming efforts to nurture the growth of a paradigm change.

Increased gender responsiveness since 1987 has led to measurable results: in 1995, the Philippines ranked 28th

out of 116 countries surveyed in a 1995 Gender and Empowerment Measure (GEM); in 2007, the nation had moved to 6th out of 129 countries worldwide (UNDP 2008). Nevertheless, despite many gains in efforts to advance women's welfare in the country, serious gender disparities persist. For instance, The Philippines continues to have one of the highest maternal mortality rates (MMRs) in Southeast Asia. Its MMR of 172 in 1998 was about four times that of Thailand and about twice that of Vietnam (Asian Development Bank 2004). In Southeast Asia, the Philippines not only has one of the highest population growth rates, but in the period from 1995 to 2000 had the second highest number of total births per year—four times that of Malaysia and about twice that of Thailand. This can partly be explained by a low contraceptive use rate across the country. Filipino women also do not control and often do not have freedom to decide whether and when to have children. Many women are therefore susceptible to specific health risks arising from complications related to pregnancy; this creates an additional burden by reducing opportunities for women to participate in the labor market.

The 2009 Magna Carta of Women represents an important law for eliminating discrimination against women by recognizing, protecting, fulfilling, and promoting the rights of Filipino women in all spheres of society. The introduction of legislation on women's rights has been under discussion in the Philippines' Congress (the bicameral parliament) for the past seven years and has been supported by UNIFEM through its CIDA-funded CEDAW South East Asia Program since 2006, as well as by UNFPA, UNICEF, UN Habitat, UNDP, UNAIDS, and ILO through the UN Joint Program to Facilitate the Implementation of the CEDAW. The law contains extensive provisions that promote women's rights, including the right to nondiscrimination. Key provisions include:⁴

- Ensure that the state will review and, when necessary, amend and/or repeal existing laws that are discriminatory to women within three years from its enactment.
- Institute affirmative action mechanisms so that “women can participate meaningfully in the formulation, implementation, and evaluation of policies, plans, and programs for national, regional, and local development.”

² For instance, Article II, Section 14 “recognizes the role of women in nation-building, and shall ensure the fundamental equality before the law of women and men.”

³ See: <http://www.neda.gov.ph/ads/mtpdp/MTPDP2004-2010/PDF/MTPDP2004-2010.html>

⁴ See http://www.unifem-eseasia.org/Governance/Women_Legal_Rights.html.

- Ensure mandatory human rights and gender sensitivity training to all government personnel involved in preventing and defending women from gender-based violence.
- Encourage local government units (LGUs) to develop a gender and development (GAD) code in their respective localities based on consultation with their women constituents.
- Increase women's representation in third-level positions in government to achieve equal gender balance within the next five years while the composition of women in all levels of development planning and program implementation will be at least 40 percent.
- Provide equal access and elimination of discrimination in education, scholarships, and training and outlaw "expulsion, non-readmission, prohibiting enrollment, and other related discrimination of women students and faculty due to pregnancy out of marriage."
- Promote the equal status of men and women on the titling of the land and issuance of stewardship contracts and patents.

While the legal and regulatory framework for promoting gender equality and women's empowerment is strong, weaknesses remain in the implementation and monitoring of existing laws and policies, which are uneven across government agencies. This is a widely acknowledged weakness in Philippine governance. The full implementation of the gender and development (GAD) budget policy could unleash a tremendous amount of resources to support women's empowerment and promote gender equality. Lota Bertulfo recently highlighted four gaps with regard to the GAD policy (Bertulfo 2010):

1. Most government agencies do not know what activities could be covered under the GAD budget.

2. NCRFW lacks the means to train government agencies regarding their GAD budgets, specifically how they could use their GAD budgets in more strategic ways to contribute to gender mainstreaming, gender equality, and women's empowerment.
3. Enhancing the capacity of DBM to enforce the GAD budget policy.
4. Enhancing capacity of DBM to monitor GAD budget implementation of national agencies, and the capacity of DILG to monitor implementation at the local government level.

The Context of Gender and Development in the Philippines

In 2002, the women's and men's labor force participation rate as a proportion of the total labor force was 51.7 percent and 80.8 percent, respectively. In 2009, women's labor force participation was 49.3 percent compared with 78.8 percent for men.

Persistently high population growth has contributed significantly to decreasing employment opportunities for able workers in the country. This is reflected in the persistence of relatively high unemployment and underemployment rates in the Philippines. For instance, the country's official unemployment rate averaged 10.6 percent during 1997–2003, and the underemployment rate was 17.1 percent in 2003. The women's labor force participation rate lags behind that of men. In 2002, the women's and men's labor force participation rate as a proportion of the total labor force was 51.7 percent and 80.8 percent, respectively (Bertulfo 2010). In 2009, women's labor force participation was 49.3 percent compared with 78.8 percent for men (National Statistical Coordination Board 2010).

During the 1990s, the labor participation rate for women increased significantly because the government adopted a more open trade policy. This policy contributed to the growth of the service sectors and of the garment and electronics industries, where female employment has traditionally been strong. Most of the women employed within these sectors are employed as home-based workers, leaving them with few social safety nets, including insurance, pensions and other social benefits. Women who are unable to find formal sector employment end up in the informal economy, where wages are low and working conditions remain unacceptable.

According to NEDA, the KALAHÍ-CIDSS project is helping to increased knowledge about women's rights and gender equality. Photo: © KALAHÍ-CIDSS



While women suffer the majority of gender-related discrimination, men also experience gender disparities in the Philippines. This is especially clear within primary and secondary education. In 2006, only 69 percent of boys, compared with 78 percent of girls, persisted to the last year of primary school. In 2008, 634,743 school-age boys were not enrolled, compared with 480,634 girls.⁵ From 1995 to 2002, total school enrollment grew by almost 2 percent a year. In 2003, the trend reversed, and enrollment has since decreased by about 1 percent annually.

Fewer than half of Philippine students graduate from high school. By the end of Grade 6, 35 of every 100 have left, 57 drop out before the end of high school, and only 2 enter college.⁶ Young men suffer lower retention rates, lower overall literacy, and lower enrollment in college than women. They are less likely than women to continue with their education—a challenge for high-skilled, technically demanding careers of the future. Reversing this trend will be critical to achieving gender parity in education.

⁵ World Bank Data Indicators: <http://data.worldbank.org/indicator/SE.PRM.PRSL.FE.ZS/countries/1W-PH?display=default>

⁶ UPI, “School Enrollment dropping in Philippines” June 18 2008. Online. Available: http://www.upi.com/Top_News/2008/06/15/School-enrollment-dropping-in-Philippines/UPI-94331213509617/. (Accessed December 5, 2010.)

TABLE 1 Summary of Key Challenges to Women in the Philippines

Key MTPDP and PPA Strategic Areas	Key Areas of Capability	Gender Issues in Development
Macroeconomic stability and equitable growth	Productive capability	<ul style="list-style-type: none"> • Higher domestic unemployment for women than men at ages 15–34 years • Gender segregation in domestic employment by industry, occupation group, and class of worker • By industry, female employment more likely found in wholesale and retail trade and in agriculture; by occupation group, as laborers and unskilled workers; and by class of worker, as unpaid family workers • Female employment significant in industries that are mainly informal (i.e., agriculture, manufacturing, and wholesale and retail trade) • Gender segregation in domestic employment replicated in overseas employment; women’s domination as laborers and unskilled workers by occupation group overseas
Agricultural modernization with social equity	Productive capability	<ul style="list-style-type: none"> • Less access by women to productive resources in agriculture, such as land, extension services, and credit • Gender-ascriptive environment and practices that favor men as owners of land • Land redistribution through the Comprehensive Agrarian Reform Program, which has benefited men more than women
Comprehensive human development and protecting the vulnerable	Basic functional capabilities	<ul style="list-style-type: none"> • Higher participation and completion rates for females in elementary, secondary, and tertiary education not reflected in better performance of women in professional examinations; more men than women pass the examinations of the Professional Regulations Commission • Women’s functional literacy rates higher than men in all regions, except in ARMM, and the rates for both women and men in ARMM are way below the national average • High maternal and child mortality rates, specifically in all regions of Mindanao, higher than those elsewhere in the ASEAN region • High fertility rates for women, higher than those elsewhere in the ASEAN region • Gap between desired and actual number of children • Increasing gender-based violence as a serious threat to personal security
Good and effective governance and rule of law	Political capability	<ul style="list-style-type: none"> • Advocacy for women-specific and gender-responsive legislation and related implementing rules and regulations • Increasing number of women participating in electoral politics, but males still overwhelmingly dominate electoral participation as candidates and winners • Higher voter turnout among females, but transforming this into a constituency for a gender agenda/gender-responsive platform is in its infancy • Higher number of women in government, dominating the second-level positions, but more men in the third level (managerial positions)



The gender gap in education has reversed and it is now boys and young men who are disadvantaged. © World Bank

Community-Driven Development in the Philippines

Using a community-driven development (CDD) approach, where communities identify priorities and manage subproject implementation, the KALAHI-CIDSS Project has financed more than 5,300 small-scale investments in infrastructure and other facilities in 184 of the poorest municipalities.

As a general principle, CDD operations are designed to promote inclusion and voice of vulnerable and excluded groups such as women. Community-driven development (CDD) gives control of decisions and resources to community groups, by viewing marginalized, impoverished, and underrepresented populations—including women—as assets and partners in the development process. It is a process for building on their institutions and resources to support more inclusive community groups, facilitating community access to information, and promoting an enabling environment through policy and institutional reform. CDD fills a critical gap in poverty reduction efforts by achieving immediate and lasting results at the grassroots level and through complementing market economy and government-run programs. With these powerful attributes, CDD programs can play an important role reducing poverty for women in the Philippines and abroad.

At the national level, the Philippine government has approached CDD programs through a few key mechanisms. Firstly, the Philippine Constitution provides for strong citizen's participation in development. The Local Government Code also espouses participatory local development processes. Over the last decade, the Department of Social Welfare and Development (DSWD) has encouraged close cooperation with non-governmental organizations and intergovernmental bodies such as UNIFEM in broadening linkages to new methods for developing gender-sensitive project interventions, policies, and analytical frameworks. Advocates from across these organizations continue to work with the Philippine Commission on Women (still known as NCRFW) and other gender and development advocates in government. One result is that the current Medium-Term Philippine Development Plan has adopted CDD as a core approach for poverty reduction. The KALAHI-CIDSS is one of the major pillars of the convergent social protection programs under DSWD's social welfare and development reform agenda.

At the local level, the Philippine government is promoting greater community empowerment in the Philippines through participation, accountability, and transparency in local decision making, especially for poor and disadvantaged groups. Using a community-driven development (CDD) approach, where communities identify priorities and manage subproject implementation, the KALAH-I-CIDSS Project has financed more than 5,300 small-scale investments in infrastructure and other facilities in 184 of the poorest municipalities. Local government units (LGUs) provide technical support and counterpart funding with responsibility for operation and maintenance being shared between communities and LGUs. Two similar CDD projects—the Autonomous Region in Muslim Mindanao (ARMM) Social Fund and MRDP2—both focus on Mindanao, one of the poorer regions still experiencing conflict. In addition, the World Bank has helped to establish and get off the ground a multi-donor Mindanao Trust Fund.

This report describes efforts made to incorporate gender within KALAH-I-CIDSS as a globally significant CDD initiative and proposes steps that could be taken to strengthen the project's gender responsiveness. It first provides an overview of the project overall and describes key features of its methodology and its achievements from 2002 to the present. It outlines elements of the monitoring and evaluation framework used



Standpipe financed by KALAH-I-CIDSS in barangay Carawan, Visayas region. KALAH-I-CIDSS project monitoring and evaluation data indicate that women have regularly contributed to participatory situational analysis, mobilization and development of volunteers, and to municipal or inter-*barangay* forums to prioritize and develop subproject proposals © Sean Bradley / World Bank

to measure the effectiveness of community interaction and selected indicators, and briefly emphasizes important lessons learned since 2002 through implementing the KALAH-I-CIDSS across the Philippines, especially in terms of gender and development. The report also provides a toolkit of potential gender-based M&E indicators developed through field research in 2009.



This flood control wall in barangay Carmen, Visayas region, is one of the 5,300 community subprojects financed by the KALAHI-CIDSS project.
© Sean Bradley /World Bank

The KALAHI-CIDSS Program

2

Project Background and Objectives

The KALAHI-CIDSS project is implemented by the Philippines' Department of Social Welfare and Development, with the World Bank providing financial support. KALAHI-CIDSS focuses on strengthening local communities' participation in *barangay* governance and developing their capacity to design, implement, and manage development activities that reduce poverty.

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. 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.⁷ Since 2002, the project has benefited 1.1 million households in 4,229 *barangays* (villages),⁸ covering 184 municipalities in the country's 42 poorest provinces. It has financed over 5,300 community subprojects, including basic social services facilities, such as water systems, school buildings, health and day care centers; access roads and small bridges; and environmental and disaster control infrastructure.

The project is implemented by the Philippines' Department of Social Welfare and Development, with the World Bank providing financial support. The total project

cost is \$182.4 million, including \$100 million from the World Bank, \$31.4 million from the national government, and villagers and their local governments contributing \$51 million as cash or in-kind contributions. When it was launched, the project was part of the overall KALAHI framework, which was the government's program for a focused, accelerated, convergent, and expanded strategy to reduce poverty. The KALAHI program aimed 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 projects: (1) the Philippines' Comprehensive and Integrated Delivery of Social Services (CIDSS), and (2) Indonesia's *Kecamatan Development Program*. CIDSS was a CDD program in the Philippines that focused on three villages per target municipality, particularly on the most disadvantaged families within these villages. It stressed the convergence of various agencies and their social services. The World Bank-supported Kecamatan Development Program (KDP) in Indonesia provided inspiration for the CIDSS program. Participating *kecamatan*s (subdistricts) across the archipelago received block grants ranging from \$55,000 to \$85,000 each year. Villages in participating areas then submitted proposals for subprojects (World Bank 2005a). In 2006, Indonesia's President Yudhoyono expanded on the path-breaking work of the KDP by announcing the National Program for Community Empowerment—or *Program Nasional Pemberdayaan Masyarakat* (PNPM)—as the policy and operational umbrella for all community empowerment programs in the country. PNPM builds directly upon the Kecamatan Development Program's local-level focus on supporting development from a grassroots level. As an expansion of earlier CDD programs, Indonesia's PNPM has become a flagship community-driven poverty reduction program. With

⁷ <http://www.philippineembassy-usa.org/news/584/299/President-Aquino-lauds-KALAHI-CIDSS-member-beneficiaries/d,phildet/>

⁸ A *barangay* is the smallest administrative division in the Philippines and is also the Tagalog term for "village" or "local settlement." It is the level of political representation closest to the people and is governed by *barangay* officials headed by an elected *barangay* captain and *barangay* councilors.

World Bank technical and financial assistance, PNPM currently covers all villages and cities across the vast archipelagic country.

KALAH-CIDSS focuses on strengthening local communities' participation in *barangay* governance and developing their capacity to design, implement, and manage development activities that reduce poverty. This objective establishes a strong link between improved local governance and poverty reduction. This goal is pursued through three interlinked activities:

- i. **Empowerment of communities.** This involves participatory planning, implementation, and management of local development activities. It fosters an engagement with government at all levels to access, influence, and manage resources to meet community priorities.
- ii. **Improvements in local governance.** Strategies to improve local governance include strengthening formal and informal institutions to become more inclusive, accountable, and effective.
- iii. **Provision of grants for community investment programs.** By matching needs with limited resources in a competitive manner, communities and local government units (LGUs) will be engaged in a demand-driven process of problem solving. The limited project grant resources will trigger better local resource mo-

bilization, effective community ownership of investments, and induce the type of behavioral change required for long-term sustainability of such investments.

In September 2010, The World Bank's Board of Executive Directors approved an additional \$59.1 million to increase the scale of KALAH-CIDSS toward a nationwide community-driven development (CDD) program through May 31, 2013.⁹ Within the provinces already covered, the additional financing will expand the project's reach to 220 municipalities that have a poverty incidence of 50 percent or greater.

Secretary of the Philippines' DSWD Corazon Juliano-Soliman welcomed the approval of additional financing for the KALAH-CIDSS, stressing that the project supports President Benigno Aquino III's platform of people empowerment, transparency, and poverty reduction: "When local residents come together to discuss their own problems and find solutions to these common challenges, programs and projects are sustained and implemented effectively and in the most transparent manner. That's the advantage of community-driven development approaches like the KALAH-CIDSS."¹⁰

The additional financing supports two enhanced implementation modalities, including:

- An LGU-led community-driven development (CDD) approach that would support a more devolved, cost-effective implementation, and give greater responsibility and authority to municipalities over program implementation while retaining the DSWD's monitoring and oversight functions.
- The piloting of KALAH-CIDSS in eight selected urban poor communities that would respond to their specific concerns—such as land tenure, housing, resettlement, livelihoods, urban sanitation, and other environmental issues.



Barangay Rawis in Pio Duran, Albay. Portions of the barangay road that are not yet paved show knee-deep mud during rainy days prior to the installation of concrete by the KALAH-CIDSS. Photo: Rachel Aquino/World Bank.

⁹ The World Bank Philippines. Media Release no. 11/08. Accessible at: <http://go.worldbank.org/FB1WOQRIU0>.

¹⁰ Secretary Soliman said the CDD approach supported by the KALAH-CIDSS is one of the "three legs of convergence" for enhancing the capacity of the poor to escape poverty. The other two are a conditional cash transfer program (called Pantawid Pamilyang Pilipino Program) and a sustainable livelihoods program. See: "Remarks with Philippine President Benigno Aquino III At Millennium Challenge Corporation Signing Ceremony," September 23, 2010. (Retrieved September 27, 2010.) Accessible at: <http://www.state.gov/secretary/rm/2010/09/147833.htm>.

Additionally, the United States recently signed a \$434 million economic compact with the government of the Philippines through its Millennium Challenge Corporation (MCC). Of this amount, \$120 million will enable the financing of KALAH-I-CIDSS among 21 provinces, composed of about 190 of the poorest municipalities, and an estimated 4,000 *barangays* by the end of 2015. The \$120 million grant includes an incentive fund for gender responsive community initiatives and a mechanism for implementing social and environmental risk assessments in project areas.¹¹

Performance highlights to-date¹²

Launched in 2003, KALAH-I-CIDSS has evolved to become a novel and most promising approach to involve communities, women, and men in efforts to eliminate poverty in the Philippines. From six pilot communities in 2003, the project has greatly expanded its geographic reach. It has covered 4,429 of the poorest villages in the country and completed 5,326 subprojects.¹³ These subprojects include the following:¹⁴

- *Basic social services.* Construction of water systems, school buildings, daycare centers, village (*barangay*) health stations, electrification, and tribal housing/shelter (which account for 45 percent of all grants obligated).
- *Basic access infrastructure.* Construction of access roads, small bridges/footbridges and access trails (38 percent of all grants).
- *Community production, economic support, and common services facilities.* This area includes community economic enterprise training, equipment and materials support subprojects, pre- and post-harvest and multipurpose facilities, small-scale irrigation, and community transport (over 8 percent of grants);
- *Environmental protection and conservation.* Subprojects include drainage, river/flood control, sea walls, soil protection (rip rap), artificial coral reef sanctuaries, and sanitation facilities (almost 8 percent of all grants).

¹¹ "Philippines Receives \$434 Million Poverty Reduction Compact." MCC Press Release., September 23, 2010. Retrieved 26 September 26, 2010. Accessible at: <<http://www.mcc.gov/pages/press/release/release-092310-philippinesreceives434>>.

¹² See World Bank (2010).

¹³ The World Bank Philippines. Media Release no. 11/08. Accessible at: <http://go.worldbank.org/FB1WOQRIU0>.

¹⁴ The World Bank Philippines. Media Release no. 11/08. Accessible at: <http://go.worldbank.org/FB1WOQRIU0>.



Truck and motorbike being loaded in Barangay Rawis in Pio Duran, Albay. This portion of the barangay road has been concreted with support from KALAH-I-CIDSS and is offering quite extended opportunities for transport than the previous muddy alternative. Photo: Rachel Aquino/World Bank

- *Skills training and capability building subprojects.* These include lighthouse/ecotourism subprojects (almost one-half percent of all grants).

The project has:

- Attained full-scale implementation in 2006 with coverage of 4,229 *barangays* (villages) in 184 municipalities of the poorest 42 provinces, with almost all *barangays* committing to sustain the participatory processes introduced by the project.
- Completed 99 percent of initial subprojects. Approximately \$121 million has been invested in community subprojects, leveraging more than \$38 million in local counterpart contribution equivalent to 31 percent of the total subproject cost. In addition, about 17 percent of the *barangays* have accessed funding from other sources to support their priority subprojects.
- Achieved a high level of sustainability indicated by a sustainability evaluation that showed 96 percent of a sample of 611 completed subprojects were rated excellent or satisfactory. In addition, the project carried out functionality audits of 3,882 completed subprojects, of which 87 percent were rated functional.

Initial positive results of the use of CDD approaches on social capital and local governance were documented by

TABLE 2 Breakdown of Subprojects, as of August 2010

Major SP Category	# of SPs	# of Direct HH Beneficiaries	Total Sub-Project Cost (PHP)	Released KALAH-CIDSS Grant	LCC Delivered
Basic Social Services	2,652	580,292	2,357,632,780	1,665,709,660	691,923,120
Basic Access Infrastructure	1,466	313,127	1,956,644,172	1,365,774,679	590,869,494
Community Production, Economic Support, and Common Service Facility	628	156,283	497,567,433	355,002,940	142,564,493
Environmental Protection and Conservation	545	142,182	505,781,638	352,910,770	152,870,868
Light House/Ecotourism	3	845	7,206,816	3,331,101	3,875,715
Skills Training/Capability-Building/Community Library	32	5,043	19,050,809	12,075,575	6,975,235
Grand Total	5,326	1,197,772	5,343,883,649	3,754,804,725	1,589,078,924

Source: DSWD, Government of the Philippines. Accessible at: http://kalahi.dswd.gov.ph/index.php?option=com_content&view=article&id=51&Itemid=25. Funds listed are in Philippine Pesos. Current exchange rate, Jan 19, 2011: 1 US dollar = 44.4800 Philippine pesos).

an impact evaluation of KALAH-CIDSS (Labonne and Chase 2009). The participatory processes applied have led to positive changes in villages' social and institutional dynamics. In particular, frequency of interaction between villagers and local officials has increased, suggesting an increase in the level of trust and accountability in local authorities. The main gender results from the endline studies for the impact evaluation are described in section 4.

KALAH-CIDSS's Gender Strategy and Main Achievements

In 2003, the World Bank conducted a gender review of its 21 lending projects in 2003, including the effects of KALAH-CIDSS on women's status and gender relations in the six pilot communities. The results of the assessment demonstrated the value of community participation to support opportunities for women to participate in development projects.

KALAH-CIDSS supports the emergence of a more connected, increasingly equitable society throughout the Philippines. Its emphasis on empowerment supports increased capacity development as well as gender equality. While the project was not explicitly designed as a gender-specific initiative, there are a number of areas where the role of gender in development plays an important role.

In 2003, the World Bank conducted a gender review of its 21 lending projects in 2003, including the effects of KALAH-CIDSS on women's status and gender relations in the six pilot communities (University Center for Women's Studies Foundation 2003). The results of the assessment demonstrated the value of community participation to support opportunities for women to participate in development projects. The study results subsequently formed the basis for an initial integration of gender considerations into project design and M&E indicators in ongoing projects. In early 2004, KALAH-CIDSS staff participated in a gender and development (GAD) training program, and a gender mainstreaming plan was developed and approved thereafter. The project itself has recently been classified as a gender-responsive project based on the NEDA Harmonized GAD Guidelines (World Bank 2010). A 2009 project performance review of completed subprojects also noted positive results for women, including:

- Increased participation in the project processes from subproject start-up through mid-term review
- Emergence of women as leaders in the *barangay*/community
- Increased knowledge about women's rights and gender equality
- Increased availability of health services for pregnant women at health centers

- Changes to traditional practices, including a decrease in number of women/time spent fetching water
- Support for married couples' involvement in KALAH-CIDSS activities (DSWD 2009a).

In 2010 the National Economic and Development Authority (NEDA) and National Commission on the Role of Filipino Women (NCRFW) conducted a review of gender and development in KALAH-CIDSS in terms of project management, monitoring and evaluation, and implementation (see Annex 3). This review indicates a strong commitment by the Philippine government to gender issues: the project evaluation accorded 19.25 points out of 20 available across five elements. Elements evaluated included:

1. Project Management
 - Supportive project management (max score: 2; for each item: 1.0)
 - Technically competent staff or consultants (max score: 2; for item: 0.67)
 - Committed Philippine government agency (max score: 2; each item, 1)
 - GAD implementation processes and procedures (max score: 2; each item: 0.5)
2. Project Monitoring and Evaluation
 - Project monitoring system being used by the project includes indicators that measure gender differences in outputs, results, and outcomes (max score: 2; each item, 1 point each)
 - Project database includes sex-disaggregated and gender-related information (max score: 2; each item, 0.5 point each)
 - Gender equality and women's empowerment targets being met (max score: 4)
 - Project addressing gender issues arising from or during its implementation (max score: 2)
 - Participatory monitoring and evaluation processes (max score: 2; each item, 1)

The review highlighted two areas of weakness. The project implementation documents do not fully incorporate a discussion of GAD concerns, and subproject proposals may not fully detail explicit gender and development objectives or thorough gender analyses (0.25 points of 0.50). The second weakness concerned participatory monitoring and evaluation processes, especially in terms of adequate consultation with male and female



Two young female KALAH-CIDSS community volunteers
© Sean Bradley/ World Bank

beneficiaries, and the close consultation with affected people in the assessment of gender impacts of the project (1.5 points of 2).

During the early stages of the project, it became apparent that some of the more marginalized groups did not participate fully in the project processes. This led to the design and implementation of the Japan Social Development Fund Social Inclusion Project (JSDF-SIP), a three-year complementary grant to the World Bank-funded KALAH-CIDSS. The goal of the JSDF-SIP is to reduce poverty by enhancing participation and addressing issues of exclusion of rural women, indigenous peoples, and conflict-affected communities. The lessons learned and best practices kit is based on a process documentation of eight case communities initiated by the JSDF-SIP, as part of its objective to draw relevant lessons from innovative approaches undertaken to enhance participation of poor and vulnerable groups, and disseminate these to KALAH-CIDSS stakeholders. Two of the case communities are indigenous peoples communities, another two are conflict-affected communities, and the remaining four are a combination of the two. Six of the eight case studies made specific mention of

gender mainstreaming strategies and recommendations that potentially have political, social, and economic empowerment aspects.

Gender issues in the JSDF-SIP design included:

- A few gender topics—including female/male access to income and decision making, as well as health concerns—were included in the baseline gap analysis (BGA) for the Social Inclusion Project. This project is being implemented in some KALAHÍ-CIDSS areas with funding support from other multilateral development organizations. The baseline gap analysis is a research tool used to identify gaps and areas for improvement to enhance policy development and service delivery in an effective way. It also addresses the needs of target beneficiaries for development intervention. Specifically, a BGA aims to measure how policies reflect the level of concern and intervention of a service delivery agent (typically local government units) in addressing the needs of its constituent communities.
- Reports on best practices suggest areas for increased gender focus. Two reports—*Trials and Triumphs: Communities Fighting Poverty Through KALAHÍ-CIDSS* (2009), and the *Lessons Learned and Best Practices Kit* (2008) published under the JSDF-SIP—indicate the potential for analyzing gender issues through monitoring data in non-SIP KALAHÍ-CIDSS operations. These reports are also useful for formulating more quantitative gender indicators for the future.
- Gender sensitivity seminars and parenting classes for fathers have also been conducted in subproject areas.



PAHIBALO	
Sa tanan nga umalagi sa sini nga Hanging Foot Bridge,	
Sumugod sa sini nga bulan sang Hunyo 2009 ang CAQUERRA (Barangay Quintin Remo Rural Access Association) amu ang gin tuunungan sang Barangay, Banwa kag DSWD KALAHÍ-CIDSS KKC Project, nga maga panukot sang mga masunod nga balayran para sa pag-mintenan sang sini nga HANGING FOOT BRIDGE agud ini magasawig.	
MAINTENANCE FEE	
Tawo/Ta-o	Php. 1.00/way
Estudiante	Php. 1.00/1day
Motorsiklo/habo-habal	Php. 2.00/Trip
Tricycle	Php. 15.00/Trip
Carry	Php. 15.00/Trip
Humay	Php. 1.00/sack
Gugas	Php. 1.00/sack
Abono	Php. 1.00/sack
Cement	Php. 1.00/sack
Uling	Php. 50¢/sack
Saging/Fruits	Php. 1.00/sack
Drinks	Php. 50¢/case/box
Cive Stock	Php. 1.00/sack except baka, kabayo, carabao
Chicken	Php. 1.00/20 pcs.
Post harvest facilities	Php. 1.00/way
Hallow blocks	Php. 1.00/20 pcs.
Lumber	10 centavo/board feet
Tabako	Php. 1.00/palao
Isda	Php. 5.00/baliera
JONALIZA JUANITES CAQUERRA President	
Note: kon wala ticket wala bayad. Sa anu man nga mga pamamangkutanon, solusyon o reklamo puwde makipag-angot sa Opisina sang Brgy. Kapitan, Mayor, o KALAHÍ Office.	
MADAMO SIP NGA SALAMAT	

The KALAHÍ-CIDSS project monitoring framework includes measures for number and percent of women and men who are benefitting from the sub-projects, such as this hanging-bridge financed by KC in the barangay of Felica-Bernadette in Visayas.

© Sean Bradley/World Bank

M&E Framework and Impact Evaluation

3

A results-based monitoring and evaluation framework for KALAHÍ-CIDSS has been designed to anticipate problems for subproject implementation before they arise, to process the lessons learned for improving project design during implementation, and to apply lessons to other projects or programs.¹⁵

The KALAHÍ-CIDSS internal and external monitoring and evaluation system includes (a) tracking of project progress and monitoring of processes, including social accountability monitoring through monitoring of grievance reports and through external monitoring reports; (b) results-based monitoring and evaluation of outputs and outcomes; and (c) promoting NGO and civil society participation in KALAHÍ-CIDSS monitoring. This last activity seeks to share lessons learned from project experience and the use of KALAHÍ-CIDSS M&E data through an independent NGO monitoring of community processes and a research grant program for graduate students and junior faculty members from different universities and colleges.

Tracking the progress of KALAHÍ-CIDSS subprojects is accomplished through (a) on-site monitoring of procurement aspects of implementation; (b) a progress review using the community empowerment activity cycle (CEAC) process and subproject progress monitoring forms; (c) monitoring actions on grievances reported by communities against violations of project principles and corruption; and (d) external monitoring conducted by NGOs. NGOs deploy their own field monitors to selected KALAHÍ-CIDSS areas and submit monthly progress and feedback reports to KALAHÍ-CIDSS management for appropriate action. NGO field monitors also report their observations on community participation, transparency, and accountabil-

ity throughout the KALAHÍ-CIDSS implementation process.¹⁶

Objectives of the KALAHÍ-CIDSS M&E System

The objective of the KALAHÍ-CIDSS M&E system is both to monitor ongoing, more short-term implementation progress and provide project management and other stakeholders with timely and empirical information, while also assessing the longer-term impacts of the project on poverty reduction, access to basic services, and social capital to evaluate its overall performance. The project's monitoring function supports periodic collection of information to determine if program activities are being implemented as planned. The monitoring function focuses primarily on inputs and output levels. It is important to stress that such monitoring is an ongoing process that continues throughout the project cycle, from training and community mobilization, through to planning, implementation, and maintenance. Results from monitoring efforts are then used to improve the quality of implementation and to adjust planning. Project evaluations periodically assess results to determine whether the project is meeting its main objectives.¹⁷

Based on KALAHÍ-CIDSS' objectives and main outputs, key performance indicators have been developed and are tracked over time. These indicators are then reported through a field reporting system or through other monitoring and evaluation activities, such as case studies, surveys, sectoral evaluations, and super-

¹⁵ KALAHÍ-CIDSS Logframe, DSWD National KALAHÍ-CIDSS Monitoring and Evaluation Office, May 2009.

¹⁶ The NGO monitor's final report may be accessed from the KALAHÍ-CIDSS website: www.kalahi.dswd.com.ph.

¹⁷ DSWD has prepared a revised M&E manual that describes and provides overall guidance to operational teams on M&E processes and functions. Given the agreement under the additional financing mechanism to assess options for simplifying the monitoring function, a further revised M&E manual would be prepared within the first six months of implementation of the additional financing.

Technical inspection of KALAH-CIDSS road infrastructure is one of several components in the project's extensive M&E framework.
© KALAH-CIDSS



vision missions. The project management information system (MIS) also plays a critical role in capturing and recording important information regarding results on a monthly basis.

Monitoring of the KALAH-CIDSS

KALAH-CIDSS implements a range of different forms of monitoring:

Community-based monitoring and evaluation. Community groups are elected or assigned to oversee various stages of the program, such as planning, decision making, implementation, bookkeeping, procurement, and operations and maintenance. Community monitoring is operationalized through different project design features, including information accessibility and transparency; open public meetings that promote community participation, transparency, and accountability; and a grievance redress system through which community members and the general public can channel complaints or inquiries with local government officials and project facilitators.

Management information systems (MIS). Project information related to process, outputs, and outcomes is entered and organized in a computerized MIS, which contains basic project information—such as project locations, status and type of subproject activity, investment information, project staff, financial information, and complaints.

DSWD staff play a critical role in monitoring and managing overall project implementation. Government officials at the national (National Steering Committee), regional (DSWD field offices), municipal (area and municipal coordination teams), and village levels are responsible for monitoring the program and ensuring that its objectives and principles are met. They also check to ensure that project activities are proceeding according to plan and in compliance with established operating principles and

procedures described in the project's various operations manuals. Government officials plan for more frequent support missions and field visits to project sites.

Regular reporting on the progress and results of KALAH-CIDSS is vital to the success of the program. To be useful, data from reporting must be accurate, reliable, and timely. DSWD has established a system of monthly reporting from the community up to the regional and national office level. Newly announced additional financing should assist in simplifying and streamlining the reporting process, while ensuring that core project management information is made widely available to project staff and external stakeholders, including through an upgraded project website.

Financial reviews and audits. The Commission on Audit is responsible for auditing KALAH-CIDSS finances annually, which includes a 10 percent sample of subprojects. As agreed under the Social Welfare and Development Project, DSWD will move to strengthen its own internal audit function, which will also cover KALAH-CIDSS—for which an initial assessment has already been conducted.

Impact Evaluation: Objectives and Design¹⁸

The Philippine's Department of Social Welfare and Development (DSWD) and the World Bank are committed to a careful impact evaluation of KALAH-CIDSS. The evaluation follows the “good practices” prescribed by experts in that it collects quantitative and qualitative baseline data in a representative sample of both intervention groups and matched comparison groups. The primary objective of the impact evaluation is to assess the impact and performance of KALAH-CIDSS by examining the extent to which the project's results concur with its initial objectives. Wassenich and Whiteside (2004) have stressed the need to identify knowledge gaps—including gender, conflict and leadership issues, long-term sustainability of welfare impacts and infrastructure outcomes, and alignment of projects—with ex-ante beneficiary priorities. Notwithstanding these areas for further research, the impact evaluation for KALAH-CIDSS has proved invaluable for informing policy makers and project implementers of the strengths and weaknesses of innovative strategies for grassroots development supported by KALAH-CIDSS. Its specific objectives were to:

¹⁸<http://siteresources.worldbank.org/EXTSOCIALDEVELOPMENT/Resources/244362-1164107274725/3182370-1164201144397/CDD-SoCap-Summary.pdf>

- Evaluate the extent to which current and future poverty is reduced in the target municipalities
- Evaluate the extent to which communities have been empowered and governance has been improved
- Determine the impact of KALAH-CIDSS on poverty reduction, social capital, empowerment, and governance
- Examine the processes by which poverty has been reduced and communities have been empowered.

As the source of *ex-ante* information for KALAH-CIDSS, a quantitative baseline survey was implemented in Phase 3 municipalities in the fall of 2003. It served as the first round of a panel survey that tracked 2,400 households and 135 villages in 4 provinces before, during, and after project implementation. Congruent with the project's objectives, the survey describes household and community conditions in the project areas, particularly characterizing the degree of empowerment, quality of governance, and poverty level of intended KALAH-CIDSS beneficiaries. This provides benchmark data by which relative successes (and failures) can be measured later on.

The quantitative instruments consist of household level and village official surveys. The survey instruments were designed in close cooperation with DSWD staff to respond to the operational needs of KALAH-CIDSS project management. A 2003 quantitative baseline provided the first input for evaluating KALAH-CIDSS. This was followed by a 2006 mid-term assessment and endline data collection completed in early 2010.

In order to deepen the data of the quantitative survey, the World Bank commissioned *Empowering Civic Participation in Governance* (ECPG) to conduct qualitative research with the purpose of expanding the KALAH-CIDSS' information base and improving the understanding of the project's impact on poverty reduction, social capital, empowerment, and governance (Asia-Pacific Policy Center 2005).

The qualitative component was designed to:

- Verify and explain some of the findings and responses coming out of the quantitative survey
- Provide richer, descriptive information regarding the key poverty and governance themes of KALAH, examining in greater depth the "hows" and "whys" of local-level dynamics and context, as well as what villagers themselves consider to be important
- Supplement the quantitative impact evaluation system with a qualitative system able to capture the nuances of the real situation of the community.

In this regard, a qualitative evaluation tool was designed to explore the sociopolitical situation of communities in intervention and comparison areas with an eye to understanding the main actors' perception and interpretation of their lived situation. This process aimed to gather data that will help unveil societal processes and perspectives of marginalized communities in order to understand the impact of KALAH-CIDSS on their perception of participation, empowerment, and governance (Alsop and Heinsohn 2005; Madhvani, Pehu, and Birner 2010).

The qualitative baseline study was carried out in the Spring of 2005 and the endline study was implemented in 2010. The provinces of Agusan del Sur and Albay were chosen as primary places for analysis. These provinces, and the chosen municipalities within each, represent two types of KALAH-CIDSS areas: (1) areas that are difficult to access, versus those are more accessible; and (2) those with indigenous populations versus those with homogeneous populations. Five *barangays* were chosen per municipality. These were matched based on a few considerations, including distance from the center, the presence of an indigenous population, and source of livelihood.

In order to draw out our data from the communities, EPCG staff designed an instrument using mainly focus-group discussions (FGDs) and key informant interviews. Research teams spent approximately 15 days in each *barangay* and conducted at least four FGDs with women, the young, men, and individuals from a marginalized ethnic group. The instrument was designed to encourage free discussion of informants' perception of poverty, empowerment, and participation in governance, as well as the state of social capital and its manifestations.

TABLE 3 Survey of Municipalities

Province	Intervention Municipalities	Comparison Municipalities
Albay	Pio Duran Libon*	Oas** Polangui*
Capiz	Ma-ayon Dumarao	Pontevedra President Roxas
Zamboanga del Sur	Dinas Dumingag	Tambulig Dimataling
Agusan del Sur	Esperanza* San Luis	Bayugan* Veruela

Notes. *Municipalities included in the qualitative survey. ** Baseline data was originally collected in Malinao, which was later included in the PODER project which follows the KALAH-CIDSS procedures. As a result, the team went back to the field to collect baseline data in Oas.



Results from the impact evaluation of the KALAHI-CIDSS project indicate that the project led to a 5 percent increase in women's labor force participation compared to what would have happened without the project. The project also had a positive but lower impact on men's labor force participation. © World Bank

How Was Gender Integrated into the M&E Framework?

4

The project has supported the development of gender-sensitive guidelines that ensure project designs submitted for funding must not harm women and children, as well as gender-disaggregated project data for gauging women's participation in the KALAH-CIDSS processes.

Lessons from project monitoring

Gender inequality in decision making is a persistent challenge to sustainable development in the Philippines. For instance, gender disparities in political life continue to prevent the entry of more women into leadership positions in government and nongovernmental organizations. Such inequalities also inhibit poverty reduction efforts. Designing project monitoring and evaluation with an explicit gender focus contributes to an improved understanding of poverty, enables better and more effective targeting of the poor and vulnerable, and maximizes stakeholder participation. A system for monitoring gender outcomes is part of a feedback mechanism that provides information to improve program interventions and make them more effective. Gender-based M&E emphasizes several goals, including:

- Ensuring that the gender effectiveness and quality of performance is monitored at each phase of the interventions.
- Providing rapid feedback to the poverty reduction team and the sectoral leaders when problems arise.
- Communicating the gender results of the M&E to project managers and policy makers so that actions can be taken in a timely way to correct problems or promote what is going well (World Bank 2002b).

If gender equality requires access to resources, opportunities, and capabilities, it is essential to generate gender-disaggregated data to assess the status of and changes in these characteristics. Data informing the results of development interventions such as

KALAH-CIDSS can come from two sources—a monitoring system and an evaluation system (Kusek and Rist 2004). Monitoring typically involves the periodic collection of information to assess adherence to time schedules, completion of required activities, and appraisal of progress. Monitoring entails measurement; what is measured is the progress toward achieving an objective or desired outcome. In many instances, however, outcomes cannot be measured directly. They must first be translated into indicators that provide information about whether outcomes are being achieved.

Gender-responsive indicators have the special function of identifying gender-related changes in a community. The usefulness of such indicators lies in their ability to point to changes in the status and roles of women or men over time. The use of indicators and other relevant monitoring and evaluation techniques can lead to a better understanding of how results can be achieved, so using gender-sensitive indicators can also lead to enhanced project planning and delivery (see, for example Alsop and Heinsohn 2005).

A rudimentary way of capturing gender differences involves the collection of sex-disaggregated data. Such data capture differences—as well as similarities—between males and females and can be used to construct indicators highlighting biases or (in)equitable project outcomes. Thus, sex-disaggregated data can be used to identify policies unfavorable to women or men and to affect changes in policies or practices that are inequitable, and consequently hinder the development the policies are intended to promote.

More sophisticated quantitative gender analysis goes beyond disaggregation to capture other meaningful information. This can include information on socioeconomic outcomes of particular importance for women, such as information on child care, reproductive health, or time devoted to collecting water or wood for fires,

and also data on women's and men's economic activities and labor productivity.

The project has accomplished the following with regard to targeting and monitoring women and gender issues:

Development of gender-sensitive guidelines, which can ensure that project designs submitted for funding will not harm women and children (Kapit-Bisig laban sa Kahirpan 2007).

Development of gender-disaggregated project data, which can be used to gauge women's participation in the KALAH-CIDSS processes. Various reporting and monitoring tools—especially at the village and municipal levels—account for the numeric extent of female and male participation across the subproject cycle. These tools include the following:¹⁹

¹⁹ Information provided by Leo Quintilla, M&E Officer of DSWD Region 6.

- PSA—results of community situational analysis and assessment
- Minutes of *barangay* (village) assembly meetings
- List of community volunteers
- Results/ and minutes of municipal inter-village (*barangay*) forums
- Subproject implementation records and activities
- Results of community based-evaluation.

Project monitoring and evaluation data indicate that women have regularly contributed to participatory situational analysis (PSA), mobilization and development of volunteers, and to municipal or inter-*barangay* forums to prioritize and develop subproject proposals.²⁰ They have also participated in meetings to evaluate and plan for the sustainability of completed subprojects.²¹

²⁰ From field data shown by Leo Quintilla, M&E Officer of DSWD Region 6 (April 2009).

²¹ These are reflected in the "Barangay Social Investigation Form."

²² With 71 percent women in FOX; 69 percent (IV-B); 58 percent (FO5); and 45 percent (VII).

²³ With 78 percent in FO X; 49 percent respectively in FO5 and 7; and 42 percent in 4B.

BOX 1 Gender Checklist for Policy Implications of Gender Analysis

- Has the different impact of public spending on men and women been analyzed ("incidence analysis")? Do public spending priorities respond to the different constraints and opportunities of poor men and women? Have tools to improve the gender responsiveness of public spending, such as with gender and women's budget initiatives, been used in developing strategic budget priorities and orientation?
- Has there been an attempt to identify and minimize short-term tradeoffs between the market and the household economies or building on externalities?
- Does the growth strategy consider the fact that men and women have different structural roles in economic production and that different sectoral growth paths make different demands on men's and women's labor, with different implications for the division of labor and income? Are growth policies targeted to the sectors where poor men and women earn their living, such as food crops in agriculture and the urban informal sector?
- Are the needs and priorities of men and women integrated into the PRS priority actions, implementation plans, and performance indicators? To what extent have gender-specific targets, outputs, and performance criteria been integrated into the PRS and its implementation arrangements?
- Does the selection of public interventions fully reflect the different priorities, constraints, and opportunities of both men and women, as identified in the participatory consultations and poverty diagnosis?

Source: Adapted from World Bank 2002b.

TABLE 4 Summary of Data on Women's Participation in KALAH-CIDSS Processes

PARTICULARS	PARTICIPATION (based on headcount)
1. Women's attendance in village assemblies and consultation meetings	51%
3. Women participating in decision making through membership in the <i>barangay</i> representation team (BRT)	35%
4. Women participating in key CEAC processes (project consultation, planning, and related activities)	42%
5. Women reporting grievances	20%, but 40% of reporting grievances are anonymous
6. Women at the Regional Planning and Monitoring Office	60% ²²
7. Women at the ACT level	54% ²³

Source: DSWD National Office 2009; these data came from the 33 pilot communities.

TABLE 5 KALAH-CIDSS Monitoring Tools with Gender Dimension

Activity	Gender Data included in KALAH-CIDSS monitoring data	Monitoring Tool	Person/Office Responsible and Monitoring Period
Social investigation (baseline data of the <i>barangay</i> and municipality)	Number/ratio of women to men in the community	<i>Barangay</i> and municipal social investigation	Community facilitator Area coordination team Regional M&E officers National M&E officers
Barangay Assembly/ Municipal Inter- <i>Barangay</i> Forum	Number/percentage of women attending/ participating in Bas and MIBTFs	<i>Barangay</i> Assembly form MIBF form	Community facilitator Area coordinating team Regional M&E officers (consolidation of the municipal-level data into regional data) National M&E officers (consolidation of the regional data into national data)
Capability-building activities for community volunteers (throughout the CEAC process)	Number/percentage of women trained in various capability-building activities throughout the CEAC	Community volunteers form and community training form Quarterly narrative report	Community facilitator Area coordinating team Regional M&E officers (consolidation of the municipal-level data into regional data) National M&E officers (consolidation of the regional data into national data)
Selection of committee leaders/ members during <i>Barangay</i> Assemblies	Number/percentage of women leaders and members in KC committees	Barangay Assembly form (specifically the attached minutes of the meeting) Community volunteers form and community training form	Community facilitator Area coordinating team Regional M&E officers (consolidation of the municipal-level data into regional data) National M&E officers (consolidation of the regional data into national data)
KALAH-CIDSS subproject implementation phase	Number/percentage of female paid “volunteers” engaged during the KALAH-CIDSS subproject implementation phase	Payroll roster	KALAH-CIDSS Project implementation team Community facilitator Area coordinating team
KALAH-CIDSS subproject operations and maintenance (O&M)	Number/percentage of female paid “volunteers” engaged during operations and maintenance (O&M) stage	Payroll roster; Quarterly O&M report	KALAH-CIDSS O&M Committee (report to the community facilitator) Community facilitator (collection of <i>barangay</i> data) Area coordinating team (consolidation of <i>barangay</i> data into municipal data)
End-of-Project reporting	Number/percentage of women using/ benefiting from the subproject/ infrastructure	Project completion report	KALAH-CIDSS O&M Committee (report to the community facilitator) Community facilitator (collection of <i>barangay</i> data) Area coordinating team (consolidation of <i>barangay</i> data into municipal data) Regional M&E staff (consolidation of municipal data into regional data) National M&E staff (consolidation of regional data into national KALAH-CIDSS data)

Survey Findings and Gender Impact Evaluation Results

A baseline survey was initiated in 2003 that collected data on a representative sample of intervention groups and matched comparison groups (Asia Pacific Policy Center 2005). **The baseline survey was the first round of a panel survey that will track 2,400 households and 132 villages before, during, and after implementation of KALAH-CIDSS.**

The Asia-Pacific Policy Center conducted the baseline survey in each of the three geographical areas of the Philippines, covering four provinces included in an earlier phase of KALAH-CIDSS implementation: Albay in Luzon, Capiz in the Visayas, and Zamboanga del Sur and Agusan del Sur in Mindanao.

The survey collected information on household and village conditions, providing baseline information for an evaluation of the impact of KALAH-CIDSS on poverty reduction, social capital, empowerment, and governance. The data also make possible a deeper understanding of the areas in which KALAH-CIDSS operates. Together with lessons learned from project implementation to date, the baseline survey provides valuable information for project management.

Field-based surveys indicate a context where poverty is widespread, and facilities lacking, but where social institutions provide for collective community action. Infrastructure—including local roads, primary health care facilities, and access to waterworks—is severely lacking. For instance, Chase and Holmero (2006) note that “while Albay has the best road conditions, more than 60 percent of villages have roads of dirt or gravel, and only 56 percent of households are accessible by road all year long.” While most villages have access to local health stations, rates of access remain low. One bright spot is educational access: use of public elementary schools is particularly high, and enrollment rates are high as well. Post-secondary enrollment drops markedly. The most essential desire of most respondents has been for improved opportunities to make a decent living.

In terms of social capital, the survey reported relatively low rates of membership in community organizations. Groups and networks provide important forms of social capital and are instrumental in disseminating information, reducing opportunistic behavior, and facilitating collective decision making. Participation rates and types vary across regions, and include civic and reli-

gious organizations (Albay), parent teacher associations (Capiz), community organizations (Zamboanga del Sur), and cooperatives (Agusan del Sur).

Participation among official organizations contrasts with a strong tradition of *bayanihan* (collective community action) in KALAH-CIDSS municipalities in Mindanao. Chase and Holmero (2006) report relatively limited participation in *bayanihan* in Albay and Capiz, and higher participation in Zamboanga del Sur and Agusan del Sur. Communities tend to draw support largely from informal networks—composed of relatives, the church, and local government—that they access depending on their needs. Formal groups and government officials are difficult for the people to sustain and trust as systems of support, unless they are channels to reservoirs of resources. Formal leaders in the community are the *barangay* officials, *purok* heads, tribal chieftains, and elders and some organization heads. They are mainly seen as persons who have the ability to take care of the people who are not able to realize their own development.

The impact evaluation was not designed to look at gender issues, however available data allow for some gender-disaggregated analyses, especially on schooling and participation in the labor force. First, consistent with the argument that the project supported women’s economic empowerment, results from the impact evaluation indicate that the project led to a 5 percent increase in women’s labor force participation compared to what would have happened otherwise. Given that only 44.5 percent of working age women (in the KALAH-CIDSS municipalities in the evaluation sample) participated in the labor force in 2003, this is a large effect. Interestingly, the project also had a positive but lower impact on men’s labor force participation.

Second, the project also had an impact on school enrollment. Since only a limited number of *barangays* in the sample decided to use the project resources to build school facilities, those impacts most likely materialized through improved incomes and a decreased cost of going to school due to improvements in the road network. The project had a negative impact on elementary school enrollment, but a positive impact on secondary school and college enrollment. Further research is currently under way to understand this finding. The impacts are especially strong for girls. In particular, it led to about an 11 percent increase in the probability of attending secondary school and a 5 percent increase in the probability of going to college.

Proposal for Including Gender Indicators in KALAH-CIDSS

5

Introduction

Gender indicators embedded within a program (M&E) enable practitioners to identify better ways of delivering their poverty reduction objectives. Yet, gender indicators are not widely used. The evidence from a wide-ranging review of CDD and CDF projects (World Bank, FAO, and IFAD 2009) suggests that the experience of IFAD is typical in that “current information on gender aspects and impacts in the CDFs is superficial; assessments of CDD and CDFs have not measured gender impacts or participation of women in the capacity-building activities.”

Several governments in the World Bank’s East Asia and Pacific Region have identified gender as an important pillar in poverty alleviation strategies in the light of evidence suggesting that societies promoting more equal opportunities for men and women have higher growth, lower poverty, and better development outcomes (World Bank, 2011).

The objective of this toolkit is to provide the KALAH-CIDSS project with a set of tested and cost-effective gender outcome indicators for building a database that can help measure its impact on women’s opportunities for active engagement in their local political, social, and economic context.

These gender indicators may also be useful for capturing the impact on gender of other community-driven development (CDD) projects in the Philippines. Its intended audience is the government of the Philippines’ DSWD, the KALAH-CIDSS management and task team, and CDD donors and practitioners, including multilateral institutions, nongovernmental organizations, advocates, and researchers.

The toolkit emerges from a regional World Bank M&E pilot initiative launched to support CDD operations in building up evidence of projects’ impact on gender

equality in East Asia. The initiative draws on and complements existing studies and CDD project evaluations (World Bank 2008-add to references). KALAH-CIDSS management has engaged in this study to explore the options for further strengthening gender mainstreaming and monitoring within KALAH-CIDSS as the project moves into a new phase from 2010–13.

Methodology

Toward Draft Gender Outcome Indicators

The KALAH-CIDSS Project defines an empowered community as one with the capacity to promote and sustain their own development through the active participation of its members in the analyses of various economic, political, and social issues, and in the selection of viable remedies to solve development challenges.

Field-based assessments in 2009 supported the development of a series of indicators that could effectively assess the contribution of KALAH-CIDSS subprojects in the Philippines in promoting women’s actions and opportunities for actions within their local political, economic, and social spheres.

Actions and opportunities within these spheres includes:

- Political sphere: Women’s participation and influence on public financing and representation.
- Economic sphere: Women’s opportunities for and actual access to economic capital and livelihood investments.
- Social sphere: The enabling environment that allows women to participate; social norms and the status of women.

An initial review of KALAH-CIDSS’ project goals, implementation strategies, and accomplishments

indicated a number of opportunities to positively encourage women's active engagement in local political, economic and social issues. In fact, monitoring reports suggest that a number of female volunteers have improved their social status in the community through active participation in the preparation and implementation of infrastructure projects (DSWD 2009). The current initiative tested how this might be better captured in the KALAH-CIDSS results framework through the integration of measurable and appropriate gender outcome indicators.

Following a review of potential linkages between key gender issues in the Philippines and outputs generated by the project and its objectives, a set of research questions was derived that helped design a range of potential gender-specific monitoring and evaluation indicators.²⁴

Team members selected and prepared a final list of indicators for field testing through the following steps:

- A review of gender-related national documents, including policy guidelines and action plans on gender equality and women's empowerment, types of gender data collected, and a system of monitoring and evaluating gender-related outcomes and impacts.
- A review of KALAH-CIDSS project design and accomplishments and how they relate to the proposed women's empowerment outcome indicators; assessment of the project M&E system in terms of the extent to which it reports on or

accounts for gender-related project inputs and outputs.

- Consultation meetings with KALAH-CIDSS project management and M&E personnel both at the national and regional offices to get their feedback and recommendations for possible outcome indicators to track the progress of the project in improving the status of women.
- The revised list of indicators was then validated through a workshop held in April 2009 with the KALAH-CIDSS key officials and members of its national monitoring and evaluation office, representatives from the Social Development Unit of the Department of Social Welfare and Development (DSWD) units, and the KALAH-CIDSS gender focal person. A final round of validation workshops was held in May 2009 with the participation of a World Bank mission.

Pilot Testing Draft Indicators

Pilot testing in the field provided a critical step to settling on and investing in a comprehensive M&E design (Kusek and Rist 2004). The pilot testing of draft indicators supported an empirical approach to learn what worked and what did not in a local setting. By speaking directly with people from a range of communities with different perspectives, the team gathered invaluable data for improving initial design for a final series of chosen indicators. The pilot testing of indicators also identified data gaps for some indicators for which information remains spotty or data is too costly, time consuming, or too complex to obtain (Kusek and Rist 2004).

Field studies tested a series of indicators following a mixed methodology approach. Two municipalities in the provinces of Capiz and Albay—Dumarao and Albay—were selected to field test the indicators. These areas were chosen due to their inclusion in the 2003 baseline study, as well as their accessibility and relatively safe security context. The other criteria used for the selection of the pilot villages were (a) the type of sub-project activities to ensure the scoping of wide variation of the KALAH-CIDSS inputs; (b) the willingness of the village leaders to have the study done in their community and to provide support to the researchers; and (c) the availability as well as accessibility of project-related community data.

Field research was conducted in Dumarao, Capiz from June 25–26, 2009, and in Pio Duran, Albay from July 7–9, 2009.

Remelyn Monilla (40), Albay province. The first KALAH-CIDSS cycle started in her village in 2004 where she was elected to present and defend the villagers' proposed project—a road rehabilitation project—during the Municipal Inter-Barangay Forum. The project was selected for funding and Remelyn explains to the survey team how the rehabilitated road has brought noticeable change to her copra business and family's means of living. Photo: Rachel Aquino/World Bank.



²⁴ For a complete set of initial research questions, see Sobrechita (2010).

Four research instruments were developed and used to test the indicators: (1) a household survey questionnaire; (2) a guideline for focus group discussions among male and female KALAH-CIDSS volunteers; (3) a community survey interview schedule; and (4) a guideline for semi-structured case study interviews. The household survey was designed to test indicators that could provide information about results or immediate impacts of subproject outputs at the household level, and on female and male beneficiaries. Questions asked in the survey questionnaire focused on issues, including the effects of construction of a farm-to-market road on the workload and income of family members.

Two focus group discussions, one for male and another for female KALAH-CIDSS volunteers, were also conducted in each of the pilot villages. These discussions explored ways to gather more detailed feedback about benefits derived from subprojects, especially regarding skills and knowledge acquired through volunteer work. Those who participated in focus group discussions were chosen according to the roles or tasks they performed throughout the project cycle.

A community survey interview schedule assessed the availability and quality of gender-related data coming from village, municipal, and provincial offices. This survey was administered in each of the four villages. Such data can provide useful information for assessing the results of the KALAH-CIDSS subprojects when collected before the start and sometime after the completion of the subproject.

Field research coordinators supervised the household survey and conducted, with the support of the local consultants, the FGDs with the subproject volunteers. They also tested the guideline for case study interviews of good project practices in empowering women. The interviewers, meanwhile, administered the questionnaires and assisted researchers with analyzing and writ-

ing the results of the pilot survey. Overall supervision and coordination of the field study was directed by local consultants for the current initiative with the support of the KALAH-CIDSS gender focal person and the M&E monitoring personnel of DSWD.

In addition to surveys and focus-group discussions, case studies in each of the selected villages tested the relevance of draft indicators to the realities of women who had participated in KALAH-CIDSS activities. Although they did not provide comparable quantitative data, the case studies provide a more personal glimpse into people's everyday experience.

Prior to the field tests, the data collection instruments were pilot-tested in *Barangay* Bayog in Capiz on June 24, 2009. Further revisions of the instruments were done in accordance with the results of this activity.²⁵ Some of the questions were rephrased to ensure that they would be better understood by the respondents. Other questions were deleted because they were found not to be appropriate or applicable to the outcome indicators being tested.

Project staff conducted case studies in each of the selected villages to test the relevance of the draft indicators to the realities of women who had participated in KALAH-CIDSS activities, and to narrate potential impacts of the project on women's engagement in their local political, economic and social spheres. The case study data supported the choice of gender indicators relevant for the M&E framework of KALAH-CIDSS. Additionally, case studies provide valuable anecdotal evidence of project impacts that cannot be captured by quantitative data.

²⁵ The research team was composed of a lead field researcher and four local interviewers (two females and two males) from each of the two provinces. Two consultants and the DSWD regional head for project monitoring and evaluation conducted a day-long training of the field researchers on the objectives of the field test and how to administer the instruments.

TABLE 6 Sampling for the Field Test

Province	Municipality	Village	Number of Questionnaires	Respondents
Albay	Pio Duran	Rawis	20	20 household-based respondents, 10 females and 10 males
		Poblacion	20	20 household-based respondents, 10 females and 10 males
Capiz	Dumarao	Codingle	20	20 household-based respondents, 10 females and 10 males
		Guinotos	20	20 household-based respondents, 10 females and 10 males

To this end semi-structured interviews were conducted on the following topics:

- (a) Personal information/background of the case study participant. This included information on age, civil status, educational and training background, family characteristics and relations, and previous experiences in community development work.
- (b) Nature and extent of involvement in subproject activities; reflections on the strengths and weaknesses of the subproject; reflections on her role in achieving the subproject goal and targets.
- (c) Reflections on how KALAH-CIDSS subproject activities affected her engagement in her local economic, social, and/or political status.

The case studies collected during the field test clearly confirm the overall relevance of the draft outcome indicators for measuring KALAH-CIDSS' impact on women's engagement in their local political, economic, and social spheres.

Furthermore, the pilot testing suggests the potential value of using case studies as a data collection tool in documenting project outcomes. These stories can be used to supplement statistical data to monitor the effectiveness of project inputs and outputs as well as assess its immediate outcomes. Meanwhile, case studies are by definition time-consuming; each of the case studies conducted during the pilot testing took between two and three hours to collect. Although data collection on a narrower thematic topic would allow less time to be spent for each case study, a larger number of case studies would more convincingly support statistically representative qualitative data.

The results of the field tests generally showed that a number of the outcome indicators developed are adequately measurable and appropriate for inclusion in KALAH-CIDSS M&E initiatives. However, the team found that some are easier to collect and less costly than others. Overall, the attainment of these outcome indicators appears feasible given the importance of community empowerment to the project and due to the widely

BOX 2 Political Engagement: Virgie Niebres, *Barangay* Rawis, Pio duran



Virgie Niebres (36) of Pio duran, Albay Province. Photo: Rachel Aquino/World Bank

Virgie Niebres is a 36-year-old resident of Rawis. She studied nursing at Bicol University but due to poverty was forced to end her studies after her first semester. Her husband is 37 and an elementary graduate. Together they have five children. Before the KALAH project, their only source of living was from harvesting copra.

The KALAH Road project has paved the way for Virgie to purchase a motorcycle operated by her husband for "*habal-habal*" (motorcycle rental) and provided her with a more efficient way to transport copra to market.

Virgie has directly benefited by working closely with KALAH-CIDSS as project preparation team chairman and as a bookkeeper. She was then elected as chair of the *Barangay* Subproject Management Committee. During project preparation, Virgie learned how to develop project proposals, and assisted with mapping impoverished regions. Her experience as a BSPMC chair also taught her various aspects of project implementation. She was able to overcome her shyness and enhance her public relations skills because she had to convince people in the *barangay* to attend *barangay* assemblies. She also gained the confidence to talk in front of a large crowd. Because of KALAH, she learned to participate in *barangay* affairs. Being a volunteer also paved the way for her to attend numerous training sessions and seminars. She has traveled not only within the municipality, but even in other provinces.

Her experiences resulted in a new career as center chief of *Simbag sa Pag-asenso*, a Catholic social action lending microfinance program. As center chief, she handles 52 members from four *barangays*. She is also the secretary of BAPA (*Barangay* Power Association), a local electrification association in charge of the maintenance of the *barangays*' electrification. Among its activities is the collection of payments from each household. She is also in charge of the distribution of fertilizers and seedlings given by the Department of Agriculture in the municipality. She also takes part in decision making in the *barangay*.

available array of inputs to encourage women and men to participate in local community development efforts.

Moreover, the field test showed that the collection of data to measure outcomes for women's empowerment must rely on a combination of information sources and data collection approaches. This study proposes the use of different information generation tools and a combination of both qualitative and quantitative assessments.

KALAH-CIDSS is currently making plans for evaluating the next phase. The development of this toolkit, therefore, is timely and relevant, especially for designing the next cycle of baseline surveys. While the toolkit was being prepared, the project's M&E unit reviewed its results framework. The proposed list of new M&E indicators was then shared with the team. In addition, consultation meetings among project partners and a workshop were recently undertaken to review the overall gender policies of KALAH-CIDSS. The DSWD has already received funding support for the development of gender analysis tools and training of project management and implementers on gender mainstreaming and monitoring of gender outcomes.

Proposed Gender Indicators

In this section, we provide information on eight key indicators that could easily be integrated into the KALAH-CIDSS M&E framework. They would yield valuable gender-related information. Table 7 presents summary information on all the proposed indicators.

Given the nature of the report, the emphasis is on women in the way the indicators are framed. For most of them, the project team should incorporate similar indicators for men in the M&E system. Of particular importance, the team should ensure that the surveys are set up to ensure a balance between female and male respondents. The information necessary to compute some of the proposed indicators was already collected as part of the impact evaluation but it was not reported in a gender-disaggregated way.

An important step in designing a M&E system is the preparation of targets for each indicator. Given the baseline situation and the expected project impacts, the project team should estimate the values of each indicator at the end of the project. Such targets are not included in this report and they should be set if the project team decides to incorporate the proposed indicators in the project M&E system.

Political Empowerment Indicators

Findings from the field test suggest that the women who directly participated in project activities—such as those who volunteered for committee work including the preparation of project proposals, canvassing of materials, and the procurement of supplies—were able to use their new knowledge and skills for greater participation in community activities. Their visibility in project activities enhanced the public acceptance of women's participation in governance and politics. On the other hand, those women who did not participate in the community meetings or attended only a few of the project activities could not easily articulate how the project changed their attitude, perceptions, and behavior about their role in community governance and politics. What these findings suggest is the need to use a dynamic approach for generating outcome and impact data on political empowerment, where feedback from direct female beneficiaries/participants of the project can be collected to complement information gathered from the general population (i.e. through household surveys).

INDICATOR 1

Percentage of female village residents who participate in:

- 1a. project meetings
- 1b. barangay assemblies

Data Collection

Indicator 1a: Information for this indicator can be collected through an MIS form that should be filled after each project meeting. Data should be collected on the number of women attending the project meetings. This number simply needs to be divided by the number of women in the village (in the relevant age-group).

Indicator 1b: Information for this indicator could be collected as part of the surveys set up for the impact evaluation. Respondents should be asked whether they participated in *barangay* assemblies over a given time period (e.g., six months).

To triangulate information, the project team could also collect data for indicator 1a through the household surveys set up for the impact evaluation. In addition to data on participation in project meetings, the household surveys could allow data to be collected on participation in various stages of the subproject cycle: from planning to construction and operation phases. Again, this data should be reported separately for men and women.

Responsible Party for Collecting, Processing, and Analyzing the Data

Indicator 1a: The community facilitators should be responsible for recording attendance in project meetings and to transfer the information to the area coordinators. They should then analyze and transfer the data to the national project team (through the regional office).

Indicator 1b: The external consultants contracted to carry out the household surveys should be responsible for collecting, processing, and analyzing the data. They should then provide the national project management team with the results.

Recommended Frequency

Indicator 1a: While data should be collected after each project meeting, aggregate information should only be sent to the national office on a quarterly basis.

Indicator 1b: Data should be collected during each household survey set up for the impact evaluation (baseline, midterm, and endline).

Potential extension

A potential concern with this proposed indicator is that it captures participation but not the nature of participation. Indeed, even if women attend meetings they might be passive rather than active participants. As a result, their presence might not affect decisions being made during the meeting. To try to capture such dimensions,

the project team could explore the possibility of recording meetings. Content analysis of key project meetings could then be carried out to capture whether women influence final outcomes (see Ban and Rao 2009). Alternatively, the nature of participation could be captured through the community-based monitoring and evaluation (CBME), which KALAHI-CIDSS supposedly conducts every year. One of the focused CBME efforts could be among women leaders and focused questions could be about the possible shift in the nature of participation.

INDICATOR 2

Percentage of female village residents who engage in community activities

Data Collection

Information for this indicator could be collected as part of the surveys set up for the impact evaluation. Respondents should be asked whether they participated in community activities over a given time period (e.g., six months).

Responsible Party for Collecting, Processing, and Analyzing the Data

The external consultants contracted to carry out the household surveys should be responsible for collecting, processing, and analyzing the data. They should then provide the national project management team with the results.

Recommended Frequency

Data should be collected during each household survey set up for the impact evaluation (baseline, midterm, and endline).

Potential Extension

The project might also affect the nature of women's participation in such activities. Their involvement tends to be limited to activities traditionally associated with women. For example, due to the common perception that they "have time," they engage in time-consuming activities (e.g. cooking for the workers or community participation). To assess whether the project has any impact along those dimensions, the team could, for women who participate in community, collect information on the type of activities carried out. Those activities could then be classified as either "traditional" or "non-traditionally" activities by women. This would allow the project team to track changes in the percentage of women involved in activities that are not traditionally associated with women and, as a result, assess whether the project has any impact on



Time can be an important factor when deciding to participate in community activities. Photo: Edwin Huffman@World Bank

the nature of women's participation in community activities.

INDICATOR 3

Percentage of elected officials (village and municipal offices) that are women

KALAH-CIDSS provides a wide array of opportunities to enhance the visibility of women and their chances of being elected as well as appointed into public office. Women can aspire to leadership posts in the village, including posts in the *barangay* Executive Council (i.e. council head, village councilors, and head of the Youth Council); *barangay* Legislative Council; and Legislative Council committees (i.e. Peace and Order; Appropriations, Finance and Ways and means; Education; Health; Agriculture; Tourism, Infrastructure, Youth and Sports). Parallel positions are also present at the municipal/city and province levels.

Data Collection

A MIS form should be developed to gather data on the gender of local officials: *barangay* councilors, *barangay* captain, municipal councilors, vice-mayor, and mayor. The data should be recorded separately for each position. While the project might have positive impacts at the *barangay* level, it might be more difficult to achieve similar impacts at the municipal level.

Results of the pilot test showed that the data to measure the indicator is readily available in the municipal offices, particularly the office of the mayor. They are updated regularly and may be verified by checking the duplicate files from regional and national offices.

Responsible party for collecting, processing, and analyzing the data

The community facilitators should be responsible for gathering this data in collaboration with area coordinators. They should then aggregate the information and transfer it to the national project team (through the regional office).

Recommended frequency for collecting data

The data should be collected and reported after every municipal and *barangay* election. The last elections took place in 2010 and the next ones will take place in 2013.

Additional Information

The outcome data on the number or percentage of women who have been elected to political office or



Evidence from other Asian countries shows that the involvement of females in decision-making regarding public services can improve service delivery at the community level.
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appointed to a local government leadership post can be supplemented by case study interviews and focus-group discussions with selected women officials who had previous experience with KALAH-CIDSS. This can coincide with the collection of information for the midterm and end-of-project evaluations and conducted by the KALAH-CIDSS M&E personnel at the municipal level. Alternatively, this work can be contracted out to a local women's NGO or a school-based gender researcher.

INDICATOR 4

Percentage of people's organizations with women in leadership positions

Data Collection

An MIS form should be developed to collect data on the gender of leaders in community-based or people's organizations. These organizations include farmers' groups, livelihood cooperatives, faith-based or religious organizations, and political parties. Leadership positions include the board of trustees or board of directors, board president, vice president, secretary, treasurer, and auditor.

Data on the number of women leaders in these organizations are found in the Sangguniang Bayan, which is under the direct supervision and management of the vice mayor of all municipalities in the Philippines. The data should be updated annually, in compliance with government regulations. The registration forms of people's organizations include information on female and male officers as well as other members, plus brief descriptions of their vision, mission, programs, and services.

Case study interviews and focus group discussions may also be conducted to generate qualitative data on how the participation in KALAH-CIDSS activities enabled the women to eventually assume leadership positions in their organizations.

Responsible party for collecting, processing, and analyzing the data

The community facilitators should be responsible for gathering this data on an annual basis during the social investigation/social preparation phase of the subproject implementation cycle. They should do so in collaboration with Area Coordinators. They should then aggregate the information and transfer it to the national project team (through the regional office).

Recommended frequency for collecting data

The data should be collected and reported on a yearly basis.

Economic Empowerment Indicators

Feedback from the pilot test of household survey and FGD instruments underscored the difficulty in generating information for assessing the contribution of KALAH-CIDSS to the economic empowerment of women. Perhaps some of the problems encountered in generating the desired information stemmed from an inability of the respondents to give exact figures about income derived from productive work. Many respondents had difficulty computing and recalling income they received from various sources. To address these problems, the team adjusted the questionnaire to focus on information that would be easier to gather.

INDICATOR 5

Percentage of working-age women

- 5a. who received wage payments as part of project activities
- 5b. engage in non-project-related paid work

Data collection

Indicator 5a: An MIS form should be developed to gather information on the number of men and women who received wage payments as part of subproject implementation.

Indicator 5b: Information for this indicator could be collected as part of the surveys set up for the impact evaluation. Respondents should be asked, for all working-age household members, whether they were engaged in paid labor over a given time period (e.g. the last 6 months).

Responsible Party for Collecting, Processing, and Analyzing the Data

Indicator 5a: The municipal bookkeepers and community facilitators should be responsible for gather-

ing this data in collaboration with area coordinators. They should then aggregate the information and transfer it to the national project team (through the regional office).

Indicator 5b: The external consultants contracted to carry out the household surveys should be responsible for collecting, processing, and analyzing the data. They should then provide the national project management team with the results.

Recommended Frequency

Indicator 5a: Data should be collected and transmitted to the national project office at the end of each subproject cycle.

Indicator 5b: Data should be collected during each household survey set up for the impact evaluation (baseline, midterm, and endline).

Potential Extension

The project might also affect the nature of women's participation in such activities. Their involvement tends to be limited to activities traditionally associated with women. To assess whether the project has any impact along those dimensions, the team could, for women who participate in non-project-related paid work, collect information on the type of activities carried out. Those activities could then be classified as either "traditional" or "non-traditional" women's activities.

INDICATOR 6

Percentage of women who participate in livelihood groups

Data Collection

Information for this indicator could be collected as part of the surveys set up for the impact evaluation. Respondents should be asked, for all working-age women household members, whether they are members of livelihood groups.

Responsible Party for Collecting, Processing, and Analyzing the Data

The external consultants contracted to carry out the household surveys should be responsible for collecting, processing, and analyzing the data. They should then provide the national project management team with the results.

Recommended Frequency

Data should be collected during each household survey set up for the impact evaluation (baseline, midterm, and endline).

Additional Information

Data on livelihood programs and livelihood organizations proved to be superfluous and repetitive. Membership in livelihood groups could thus be a proxy indicator for access to livelihood programs and provides women with opportunities to access livelihood programs.

Social Empowerment Indicators

Field tests on social empowerment indicators focused on the availability of credible data for gauging direct and indirect changes in women's social status resulting from KALAHI-CIDSS interventions. Women's social empowerment is best measured through an improvement in their decision-making roles and access to health, educational, and economic benefits and new opportunities. While the presence of enabling structures, mechanisms and policies are important to the attainment of these empowerment outcomes, women's own agency and their personal resolve to improve their life situation are equally important determinants of social empowerment. In the Philippine context, the appropriate indicators of women's social empowerment should include both subjective and objective measures of change. The tools that were used to generate outcome data included both proxy indicators to measure the changes in decision-making status of women (e.g. access to health and educational benefits and opportunities), as well as changes in attitudes and perceptions about women's capacity for development work and decision making.

INDICATOR 7

Percentage of female and male village residents who agree that it is acceptable to elect a woman as:

- 7a. *Barangay* captain
- 7b. Mayor

Data Collection

Information for this indicator could be collected as part of the surveys set up for the impact evaluation. Respondents should be asked the following questions:

Indicator 7a: Would you vote for a woman *barangay* captain?



Current and future male and female community leaders can gain visibility by participating in the KALAHI-CIDSS project.
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1. Yes
2. No
3. Don't know/refuse to answer

Indicator 7b: Would you vote for a woman mayor ?

1. Yes
2. No
3. Don't know/refuse to answer

Case study interviews and focus group discussions may also be conducted to generate qualitative data on how the participation in KALAHI-CIDSS activities enabled the women and also the men to change their perceptions and attitudes about women's capacity and potential for community leadership and development work.

Responsible Party for Collecting, Processing, and Analyzing the Data

The external consultants contracted to carry out the household surveys should be responsible for collecting, processing, and analyzing the data. They should then provide the national project management team with the results.

Recommended Frequency

Data should be collected during each household survey set up for the impact evaluation (baseline, midterm, and endline).

INDICATOR 8

Percentage of women making decisions regarding:

- 8a. food purchases
- 8b. asset purchases/disposition
- 8c. number of children
- 8d. schooling of children

These outcome indicators respond to the national program of eliminating gender inequality in decision mak-

ing, both in the public and domestic spheres of life. It also relates to KALAH-CIDSS' interest in more active involvement of community women in decision making and in implementing development-oriented programs and services.

Data Collection

Information for this indicator could be collected as part of the surveys set up for the impact evaluation (see Ashraf, Larlan, and Yin 2010). Respondents should be asked the following questions:

Indicator 8a: Which statement best describes your power to decide on daily food purchase?

1. It is my decision.
2. I decide jointly with my spouse.

3. I am not involved.

This question could then be easily modified to capture indicators 8b–8d.

Responsible Party for Collecting, Processing, and Analyzing the Data

The external consultants contracted to carry out the household surveys should be responsible for collecting, processing, and analyzing the data. They should then provide the national project management team with the results.

Recommended Frequency

Data should be collected during each household survey set up for the impact evaluation (baseline, midterm, and endline).

TABLE 7 Summary Information on the Proposed Indicators

Indicator	Frequency	Data Collection Instrument	Responsible for Data Collection	Responsible for Data Analysis
1. Percentage of female village residents who participate in: <ul style="list-style-type: none"> • 1a. project meetings • 1b. <i>barangay</i> assemblies 	Yearly Baseline, midterm, endline	MIS form Household surveys	Project facilitators External consultants	National project team External consultants
2. Percentage of female village residents who engage in community activities	Baseline, midterm, endline	Household surveys	External consultants	External consultants
3. Percentage of elected officials (village and municipal offices) that are women	After each local elections	MIS form	Project facilitators	National project team
4. Percentage of people's organizations with women in leadership positions	Yearly	MIS form	Project facilitators	National project team
5. Percentage of working-age women: <ul style="list-style-type: none"> • 5a. who received wage payments as part of project activities • 5b. engage in non-project-related paid work 	Yearly Baseline, midterm, endline	MIS form Household surveys	Project facilitators External consultants	National project team External consultants
6. Percentage of women who participate in livelihood groups	Baseline, midterm, endline	Household surveys	External consultants	External consultants
7. Percentage of female and male village residents who agree that it is acceptable to elect a woman as: <ul style="list-style-type: none"> • 7a. <i>Barangay</i> captain • 7b. Mayor 	Baseline, midterm, endline	Household surveys	External consultants	External consultants
8. Percentage of women making decisions regarding: <ul style="list-style-type: none"> • 8a. food purchases • 8b. asset purchases/disposition • 8c. number of children • 8d. schooling of children 	Baseline, midterm, endline	Household surveys	External consultants	External consultants

Annexes

Annex 1. KALAHI-CIDSS Results Framework and Monitoring

PDO		Project Outcome Indicators*		Use of Project Outcome Information
Current	Proposed	Current	Proposed	
Assist the borrower in strengthening local communities' participation in <i>barangay</i> governance, and developing their capacity to design, implement, and manage development activities that reduce poverty	Communities in targeted poor municipalities are empowered to achieve improved access to sustainable basic public services and participate in more inclusive LGU planning and budgeting	Current Project Outcome Indicators have been moved to the intermediate outcome level under the AF	<p>% of households that report better access to or use of basic services compared to KCAF initiation</p> <p>% of households that report an increase in knowledge, skills, and confidence to participate collectively in community development activities compared to KCAF initiation</p> <p>% of members from marginalized groups** that attend <i>barangay</i> assemblies</p> <p>% of legislated municipal budgets with at least 10 percent increase in allocation for community-identified priorities compared to KCAF initiation</p>	YR3 – Measure the achievement of the PDO

PDO		Project Outcome Indicators*		Use of Project Outcome Information
Current	Proposed	Current	Proposed	
Component 1: Community Grants	Component 1: Barangay Grants The capacity of communities to determine priorities, influence resource allocation and implement community sub-projects is enhanced	<p>Number of <i>barangays</i> that have completed the core training for the KALAHI-CIDSS volunteers</p> <p>Percent of non-prioritized <i>barangays</i> that have secured funding per cycle</p>	<p>% of <i>barangays</i> that have completed training on participatory situation analysis, planning, project development, implementation, and monitoring and evaluation</p> <p>% of <i>barangays</i> that have completed specific training on subproject management and implementation</p> <p>% of PSA identified priorities funded with non-KALAHI-CIDSS sources</p>	<p>Assess whether the <i>barangay</i> grants are utilized to enhance capacities of the target communities relative to the principles and processes of CDD</p> <p>Assess whether KC volunteers are prepared to manage and implement subprojects</p> <p>Assess whether other funding sources are mobilized to support community-identified proposals</p>
	Subprojects implemented in a transparent, participatory, timely and cost-efficient manner	<p>% of <i>barangays</i> with subprojects implemented at technical standards and within budget</p> <p>% of <i>barangays</i> with subprojects that meet basic financial reporting standards in FM&A manual</p> <p>Percent of completed community projects that passed the sustainability evaluation</p>	<p>% of completed KCAF subprojects implemented in compliance with technical plans and within schedule and budget</p> <p>% of completed KCAF subprojects that meet basic financial standards based on approved Finance and Administration Sub- Manual (inclusive of disclosure requirements)</p> <p>% of communities with KCAF subprojects that have sustainability evaluation rating of satisfactory or higher</p>	<p>Assess whether completed sub-projects comply with technical standards and are cost-efficient</p> <p>Assess whether completed sub-projects comply with financial management standards</p> <p>Assess whether completed sub-projects are functional or being used in accordance with the intended purpose and will be sustained in accordance with operations and maintenance plan</p>

PDO		Project Outcome Indicators*		Use of Project Outcome Information
Current	Proposed	Current	Proposed	
Component 2: Capacity Building and Implementation Support (CBIS)	Component 2: Capacity Building and Implementation Support (CBIS) Participation, transparency, and accountability strengthened in community and LGU priority setting and planning	<p>Percent of area coordination team (ACT) with satisfactory annual performance based on their work plan</p> <p>Percent of <i>barangays</i> that have committed to sustain the participatory process as part of the Barangay Sustainability Plan</p> <p>Number of MLGUs that substantially comply with transparency requirements per memorandum of agreement (MOA)</p> <p>Percent of MLGUs that meet with <i>barangay</i> representatives for inputs to the municipal development plan (MDP)</p> <p>Number of MLGUs that provide technical assistance in SP preparation, implementation, and monitoring based on the MOA</p> <p>Number of MLGUs that provide, at least, 80 percent of the counterpart based on the MOA</p> <p>Number of MLGUs with turnover MOAs</p> <p>Percent of registered grievances resolved in accordance with grievance redress system (GRS) manual</p>	<p>% of <i>barangays</i> with community development plans prepared in accordance with KC participatory process</p> <p>% of LGUs that satisfactorily implement their participatory, transparency and accountability (PTA) integration plans in accordance with the KC MOA and committed to sustaining the PTA as part of their sustainability plans</p> <p>% of <i>barangays</i> with citizens, other than public officials, who participate in regular municipal-level resource allocation forum</p> <p>% of <i>Makamasang Tugon</i> municipalities that have established expanded municipal development councils (MDC) for broader consultation with civil society representatives to obtain inputs for the MDP</p> <p>% of MLGUs that provide technical assistance in SP preparation, implementation, and monitoring based on the MOA</p> <p>% of municipalities that provide their KCAF local counterpart contributions (LCC) based on their LCC delivery plan</p> <p>None</p> <p>Percent of registered grievances satisfactorily resolved in accordance with grievance redress system (GRS) manual</p>	<p>Assess whether KC builds capacity for participatory local development process</p> <p>Assess the integration of KC participatory, transparency, and accountability mechanisms in the LGU system that will ensure sustainability</p> <p>Assess whether there is broader representation of citizens at the MDC other than elected officials</p> <p>Assess compliance of MLGU to provide technical assistance that will ensure technical and financial soundness of subproject</p> <p>Assess compliance of MLGU to support KC</p> <p>Assess whether the GRS is functional as one of the KC mechanisms for transparency and social accountability</p>

PDO		Project Outcome Indicators*		Use of Project Outcome Information
Current	Proposed	Current	Proposed	
Note: In the original PAD, this Urban activity was included under Component 1 (Community Grants)	Component 3: Urban KALAH-CIDSS Strategy for urban CDD developed and refined based on pilot testing	Note: In the original PAD, this urban activity was included under Component 1 (community grants) but there were no KPIs specifically for the urban activity	Pilot implementation guidelines developed Pilot testing in four urban poor areas completed (includes development of key performance indicators)	Guidelines will ensure rational and systematic pilot testing Assess progress of pilot testing
Component 3: Monitoring and Evaluation	Component 4: Project Management and Monitoring and Evaluation (M&E) Project oversight & management, local ownership of the project, and project learning strengthened	None	Multistakeholder oversight and coordinating committees at all levels are in place and functional in accordance with their respective terms of reference % of national & regional project teams that meet performance targets set by project management Framework for mainstreaming KC policies and approaches into DSWD operations adopted	Ensure involvement of multi-stakeholder in KC to draw expertise and linkages with other agencies Assess adequate performance of the management teams Provide direction for ensuring institution-alization of KC in the DSWD in preparation for scaling up

Notes: *In the original PAD (2002), indicators were developed using the old Logical Framework format. The AF will use the current Results Framework format. This has resulted in some adjustments in the level of indicators (Project Outcome and Intermediate Outcome) as highlighted above. ** As identified by the communities during social preparation activities.

Annex 2. GAD checklist for project management, implementation and evaluation

Element and guide question	Response			Score for item/element
	No	Partly yes	Yes	
1.0 Supportive project management (max score: 2; for each item: 1.0)				2
1.1 Is the project leadership (project steering/advisory committee or management) supportive of GAD or gender equality goals? For instance, have they mobilized adequate resources to support strategies that address gender issues or constraints to women's and men's participation during project implementation?			1	
1.2 Has adequate gender expertise been made available throughout the project? For example, were gender issues adequately addressed in project management contract and scope of services?			1	
2.0 Technically competent staff or consultants (max score: 2; for item: 0.67)				2
2.1 Are the project staff members technically prepared to promote gender equality or integrate GAD in their respective positions/locations? OR, is there an individual or group responsible for promoting gender equality in the project? OR, has the project tapped local gender experts to assist its staff/partners in integrating GE in their activities or in project operations?			0.67	
2.2 Does the project require the presence of women and men in the project implementation team?			0.67	
2.3 Does the project require its monitoring and evaluation team (personnel or consultants) to have technical competence in GAD evaluation?			0.67	
3.0 Committed Philippine government agency (max score: 2; each item, 1)				2
3.1 Are regular agency personnel involved in implementing project GAD initiatives? OR, are agency officials or personnel participating in GAD training sponsored by the project?			1	
3.2 Has the agency included the project's GAD efforts in its GAD plans?			1	
4.0 GAD implementation processes and procedures (max score: 2; each item: 0.5)				1.75
4.1 Do project implementation documents incorporate a discussion of GAD concerns? IF APPLICABLE: Are subproject proposals required to have explicit GAD objectives and to have undergone gender analysis?		0.25		
4.2 Does the project have an operational GAD strategy? Alternately, has the project been effective in integrating GAD into the development activity?			0.5	
4.3 Does the project have a budget for activities that will build capacities for doing GAD tasks (gender analysis, monitoring, etc)			0.5	
4.4 Does the project involve women and men in various phases of subprojects?			0.5	
TOTAL SCORE FOR PROJECT MANAGEMENT				7.75

Checklist for project evaluation

Element and guide question	Response			Total score for the element
	No	Partly yes	Yes	
1.0 Project monitoring system being used by the project includes indicators that measure gender differences in outputs, results, and outcomes (max score: 2; each item, 1 point each)				2
1.1 Does the project require gender-sensitive outputs and outcomes?			1	
1.2 Does the project monitor its activities, inputs, outputs, and results using GAD or gender equality indicators?			1	
2.0 Project database includes sex-disaggregated and gender-related information (max score: 2; each item, 0.5 point each)				2
2.1 Does the project support studies to assess gender issues and impacts? Or, has sex-disaggregated data been collected on the project's impact on women and men in connection with welfare, access to resources and benefits, awareness or consciousness raising, participation, and control?			0.5	
2.2 Has sex-disaggregated data been collected on the distribution of project resources to women and men, and on the participation of women and men in project activities and in decision making? IF APPLICABLE: Does the project require its subprojects to include sex-disaggregated data in their reports?			0.5	
2.3 Do project and subproject reports include sex-disaggregated data, or cover gender equality or GAD concerns, initiatives, and results (that is, information on gender issues and how these are addressed)?			0.5	
2.4 Are sex-disaggregated data being "rolled up" from the field to the national level?			0.5	
3.0 Gender equality and women's empowerment targets being met (max score: 4)				4
3.1 Has women's welfare and status been improved as a result of the project? (max score: 2)			2	
Examples: <ul style="list-style-type: none"> • The project has helped in raising the education levels and health status of disadvantaged groups of women. • Women's access to productive resources, employment opportunities, and political and legal status has been improved. • The project has created new opportunities or roles for women and men. • Men and women have been sensitized to gender issues and women's human rights. • The project has supported or instituted strategies to overcome any adverse effects on women. • The project has introduced follow-up activities to promote sustainability of its gender equality results. • There are project initiatives to ensure that improvements in the status of women and girls will be sustained and supported after project completion. 				
3.2 Has the project helped to develop the capacity of the implementing agency to implement gender-sensitive projects? (max score: 2)			2	

Element and guide question	Response			Total score for the element
	No	Partly yes	Yes	
4.0 Project addressing gender issues arising from or during its implementation <i>(max score: 2)</i> Has the project responded to gender issues that were identified during project implementation or M&E OR has the project addressed gender issues arising from its implementation?			2	2
Examples of gender issues: <ul style="list-style-type: none"> • Negative effect on gender relationship as a result of new roles or resources created for women • Additional workloads for women/men • Displacement of women by men • Loss of access to resources because of project rules 				
5.0 Participatory monitoring and evaluation processes <i>(max score: 2; each item, 1)</i>				1.5
5.1 Does the project involve/consult with women and men implementers during project monitoring and evaluation? Does it involve women and men beneficiaries?			1	
5.2 Have women and men been involved or consulted in the assessment of the gender impacts of the project?			1	
TOTAL GAD SCORE FOR MONITORING AND EVALUATION				11.5
TOTAL GAD SCORE FOR PROJECT MANAGEMENT (From Box 16)				7.75
TOTAL GAD SCORE FOR THE PROJECT IMPLEMENTATION PHASE				19.25

Interpretation of the Total GAD Score

0–3.9	GAD is invisible in project implementation (Project needs GAD technical assistance or advice in all areas)
4.0–7.9	Project implementation has promising GAD prospects (Project needs GAD technical assistance in some areas)
8.0–14.9	Project implementation is gender-sensitive (Project needs GAD technical advice in a few areas)
15.0–20.0	Project implementation is gender-responsive (Project to be commended)

Source: DSWD, government of the Philippines, 2011 NEDA Harmonization Guidelines

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