

CASE STUDY III
ENABLING COMMUNITIES THROUGH THE
COMPREHENSIVE AND INTEGRATED
DELIVERY OF SOCIAL SERVICES (CIDSS)

THE DAO, CAPIZ EXPERIENCE

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1. BACKGROUND INFORMATION

Geography

Capiz is the second largest province in Panay Island, Western Visayas (Region VI). It is bounded on the north by the Sibuyan Sea, by Iloilo Province on the east and south, by Antique Province on the west, and by Aklan Province on the northwest. It is divided into 16 towns and 1 city, Roxas City, the provincial capital.

The Municipality of Dao lies about 33 kilometers from Roxas City. It covers a land area of 7,750 hectares.¹ It is bounded on the north by the Municipality of Maayon, on the south by the Municipality of Cuartero, on the northwest by the Municipality of Sigma, and on the northeast by the Municipality of Panitan.

Dao has flat, gently rolling plains and some mountainous terrain. About 38.5% of Dao's land area consist of flatlands that are suitable for *palay* farming. About 15% of its land area have a gradual slope of about 10.1 degrees, appropriate for intensive agricultural farming of cash crops such as corn, rice, sugar cane and most root crops.² The even distribution of rainfall throughout the year and the rare occurrence of typhoons make the municipality suitable for agriculture. In some low-lying areas, sustained and accumulated rainfall, especially during the typhoon season and heavy monsoon rains, can cause extensive flooding and massive destruction of agricultural crops.

Demography

Based on the 1995 Census, Dao has a total population of 29,266. The 1999 population survey conducted by the Municipal

¹ Municipal Profile, Municipal Planning and Development Office (1999). The figures were updated by Ms. Terry Yap Human Resource and Development Officer of the Province of Capiz from on the last Municipal Profile taken in 1995. In the ARD-GOLD Project Study on the Waterworks System of Dao, the land area of Dao is recorded at 8,640 hectares.

² Ibid.

Planning and Development Office places Dao's population at 32,414 with an estimated annual growth rate of 0.999%.

The populace is dominated by speakers of Hiligaynon, a major language in Panay. By religious affiliation, 87% of the population are Roman Catholics; others are Protestants, Iglesia ni Kristo, Seventh Day Adventists, and Jehovah's Witnesses.

Social Services and Utilities

Dao has 18 public and private elementary schools – eight of them classified as Complete Elementary Schools. It also has one private high school and two public high schools. Educational attainment is generally low. Only 6% of the population are college graduates. High school graduates make up 17.78%. Only 36% have attended or finished Grades 1 to 4, while only 25.86% have completed Grades 5 or 6.

Dao enjoys a fair advantage in the delivery of medical services since the Senator Gerardo Roxas District Hospital is strategically located in one of its barangays. Equipped with modern medical equipment and facilities, this hospital provides the populace immediate and ample medical care and attention. The Municipal Rural Health Unit (MRHU), a devolved sub-unit of the Department of Health (DOH) likewise provides adequate medical services, especially in cases that involve non-surgical operation. A doctor, nurse, midwives, and several Barangay Health Workers (BHW) staff it. At present, each barangay has a small health station managed by a midwife.

Dao's expanded immunization program began in 1999 and has covered 85% or 748 of the targeted 880 children. Its tetanus toxoid immunization program has covered 69% or 704 children immunized as against the targeted 1,026. Its Nutrition Program focuses on identifying, documenting, and preventing malnutrition cases. Of the targeted 5,866 children in Dao, 5,238 or 89.29% have been documented. Despite Dao's aggressive anti-malnutrition campaign, the number of recorded first-degree malnourished children is quite high (Table 1).

Majority of Dao's residents has access to safe and potable water and basic sanitation facilities (Table 2).

A poorly maintained barangay road network consisting mostly of narrow dirt-and-gravel roads connects villages to the poblacion or town center. Road conditions are generally very bad and this hampers the transport of farm goods. During heavy rainfall or typhoon seasons, the road network turns into muddy trails. A jeepney ride from barangay to poblacion that would take 30 to 45 minutes in the dry season could take as long as two hours.

Table 1. Nutritional Status of Children, Municipality of Dao.

Nutritional Status/Degree of Malnutrition	No. of Children Affected
Third Degree	28
Second Degree	334
First Degree	2,232
Normal	1,450
Overweight	469

Source: Updated Municipal Profile (1999), Municipal Planning and Development Office, Municipality of Dao.

Table 2. Environmental Sanitation Program, Municipality of Dao

Success Indicator for the Environmental Sanitation Program	Households (HH)	Accomplishment Rate (%)
HH with access to safe water (level I)	5,564	94.00
HH with sanitary toilet	5,245	92.85
HH with basic sanitation facilities	90	100.00
Food establishments with sanitary permits	75	100.00
Food handlers	---	---
Food handlers with health certificates	75	100.00

Source: Updated Municipal Profile of Dao (1999), Municipality of Dao.

Political Profile

Dao consists of 20 *barangays* (a *barangay* is the smallest geo-political subdivision in the Philippines; it consists of small clusters of families that might be further subdivided into *puroks* or *sitios*). Recently re-classified into a 4th class municipality, Dao belongs to the Second Congressional District of Capiz, which consists of 10 municipalities, namely, Ivisan, Sigma, Dao, Cuartero, Dumalag, Dumarao, Tapaz, Mambusao, Sapián, and Jamindan.

Based on the 1998 Commission on Elections data, Dao has a voting population of 13,755 spread out in 101 precincts. In terms of voting population, the top five (5) vote-rich *barangays* are (from highest to lowest): Matagnop (1,408), Balucuan (1,309), Duyoc (1,088), Nasunogan (1,051), and Poblacion Ilaya (910).

There are two dominant political parties: the Lakas-NUCD and LAMMP (LAMMP is not a political party per se but a loose coalition of COMELEC-certified political parties, such as the Liberal Party, LAMP, and LAKAS-NUCD). Dao Mayor Joselito Escutin, a 32-year old former municipal councilor, belongs to LAKAS-NUCD. He succeeded his father, former Mayor Ernesto P. Escutin, who was also a three-term mayor (1987-1998). The Escutin family has established a firm political foothold in Dao. The mayor's grandfather was also a former Mayor of Dao and Capiz Board Member.

Table 3. Number of Registered Voters by Barangay (Highest to Lowest), Dao.

Barangay	No. of Voters	No. of Precincts
1. Matagnop	1,408	9
2. Balucuan	1,309	8

Table 3. Number of Registered Voters by Barangay (Highest to Lowest), Dao.

Barangay	No. of Voters	No. of Precincts
3. Duyoc	1,088	7
4. Nasunogan	1,051	9
5. Poblacion Ilaya	910	7
6. Lacaron	797	6
7. Manhoy	776	5
8. San Agustin	740	6
9. Malonoy	683	5
10. Ilas Sur	674	6
11. Quinabcaban	640	5
12. Agtambi	590	4
13. Agtanguay	541	5
14. Daplas	499	2
15. Poblacion Ilawod	444	4
16. Quinayuya	409	3
17. Centro	361	4
18. Mapulang Bato	271	2
19. Aganan	249	2
20. Bita	223	2
Total	13,755	101

Source: Commission on Elections (1998), Municipality of Dao.

Socio-economic Profile

Seventy-five percent of *Daonhons* (popular name for Dao residents) engage in farming as their main source of livelihood. Nearly 80% of Dao's land area is agricultural land and is planted, among others, to palay, corn, sugarcane, and coconut. About 85% of agricultural land (5,230.5 hectares) are devoted to palay. Only half of palay lands is irrigated, which could account for the low average palay production of 80 cavans per cropping. Despite this relatively modest yield, Dao is self-sufficient in rice.

The area planted to corn comprises 164.5 hectares. Those planted to coconut, bamboo, and other root crops comprise 233.19 hectares. Livestock production (such as, hog and cattle) and poultry remains a small-scale economic activity.

Trade and service establishments mainly involve small family-operated businesses such as *sari-sari* stores, small groceries, and rice retailers and millers, and merchants of farm inputs.

1. POVERTY SITUATION AND EXISTING POVERTY INITIATIVES

Past poverty alleviation projects in Dao include local flagship projects such as the Skills Training Program, which taught various livelihood skills, such as automotive mechanics, dressmaking, and food processing. This was administered by the Municipal Planning and Development Office (MPDO) in cooperation with several national government agencies and the private sector. Resource

persons and trainers from these groups were invited to conduct trainers' training seminars and workshops. International socio-civic groups also contributed immensely in providing the necessary equipment. For instance, a Japanese foundation donated 24 units of sewing machines for the dressmaking training course administered by the Dao local government.

Former Dao Mayor Escutin also started a swine dispersal program as an income-generating experiment. It did not do well, according to Mayor Escutin, because "[project beneficiaries] did not have any leftovers or food scraps to feed their pigs."³

In 1995, unemployment in the municipality was a high 58.1%. Three-fourths of its population earned less than P18,000 a year (about P1,500 a month).

Table 4. Annual Income Bracket, Municipality of Dao.

Annual Income Bracket (Pesos)	No. of Respondents	% Distribution
1,000–2,000	469	8.5
2,000–3000	479	8.7
4,000–5,000	846	15.3
6,000–10,000	1,444	26.3
11,000–15,000	917	16.5
16,000–20,000	472	8.5
21,000–25,000	311	5.6
26,000–30,000	153	1..7
31,000–35,000	107	21.9
36,000–40,000	135	12.6
41,000–50,000	86	1.5
5 1,000 and above	107	1.9

Source: Updated Municipal Profile, Municipal Planning and Development Office, Mun. of Dao.

Small and marginal farmers who rely mostly on rice farming are especially vulnerable. Most are still lessees. Farms under full ownership comprise only 10.39%. Because of the high cost of farm inputs and implements, lessee farmers remain indebted to private capitalists and landlords who charge interest rates of 8% to 10% a month -- as much as 50% per cropping season. Production tends to be low due to low quality seeds, continuous planting practices, acidic soil conditions, and the onset of pests and plant diseases. Farmers have an average of two cropping seasons a year (good weather permitting) on a 1- to 2-hectare farm lot. During the rainy season when farm-to-market roads turn into muddy trails and transporting rice becomes difficult, the buying price of palay ranges from P6.00 to P7.00 a kilo (sometimes less when palay traders meet the farmers halfway to the poblacion). The price rises slightly

³ Interview with former Dao Mayor, Ernesto P. Escutin, 15 February 2000.

to about P8.00 when sold outside the harvest season to rice traders and buyers.⁴

2. POVERTY ALLEVIATION THROUGH THE CIDSS

The Comprehensive and Integrated Delivery of Social Services (CIDSS) of the Department of Social Welfare and Development (DSWD) is considered the main anti-poverty program among 11 core programs under the Social Reform and Poverty Alleviation Act (Republic Act No. 8425). Its objective is to build and enhance the capabilities of the poor and disadvantaged sector to meet their minimum basic needs through meaningful participation of community members in their own development. Its ultimate goal is to empower disadvantaged families, communities and sectors so that they can access basic services and manage their resources. The CIDSS program contrasts with the traditional top-down approach of government by adopting a grassroots-level development strategy. CIDSS synchronizes resources, services and interventions of agencies and organizations in specific areas to enhance cooperation and organized effort. It tries to do away with the institutional and political competition that sometimes characterizes the relationship between government agencies.

Design of the CIDSS Program in Dao

Then Mayor Escutin formed a Municipal Technical Working Group (MTWG) in August 1997, in accordance with CIDSS requirements. The MTWG was responsible for overall policy direction and implementation. The MTWG consisted of representatives of the Mayor's office, Vice Mayor's office, MPDC, Municipal Social Welfare and Development Office, Municipal Agriculture Office, Municipal Health Office, Municipal Local Government Operations Office, and other relevant units of the local government. A Memorandum of Agreement (MOA) was executed between the LGU and the DSWD-CIDSS on the implementation of the project. In general, there was cooperation among participating agencies.

With the help of the DSWD-CIDSS Regional Office, the MTWG conducted a Minimum Basic Needs (MBN) survey in December 1997 to identify its three poorest barangays.⁵ Table 5 shows the top 10 unmet MBN in the municipality. Based on these unmet

⁴ Focus group discussion (FGD) with the Barangay Development Council and the Small Farmers Savings and Credit Association of Barangay Centro and Barangay Quinayuya, 5 February 2000; interview with former Dao Mayor Joselito P. Escutin and Councilor Tomas Yap, 15 February 2000.

⁵ The MBN is a needs indicator system that includes **survival** needs, such as health, food and nutrition, water and sanitation, and clothing [particularly for disaster victims]; **security** needs, such as income and livelihood, shelter, peace and order, and public safety; and, **enabling** needs, such as basic education and literacy, family care/psychosocial, and participation in community affairs.

MBNs, a Municipal Technical Working Group (MTWG) selected three barangays as CIDSS beneficiaries. These were Barangays Aganan, Centro, and Quinayuya. The poorest households in these barangays were those of small and subsistence farmers (Table 6).

Table 5. Top 10 Unmet Minimum Basic Needs, Dao (December 1997 Survey).

Rank	MBN Indicator
1	22 – Head of the family not gainfully employed
2	23 – Eighteen (18) years old and above not gainfully employed
3	24 – Family with income below subsistence level
4	13 – Family without access to potable water
5	29 – Family members not involved in at least 1 legitimate PO/association for community development
6	14 – Family without sanitary toilet
7	17 – Housing not durable for at least 5 years
8	25 – Children 3-5 years old not attending Day Care/Pre-school
9	27 – Children 13-16 years old not in High School
10	26 – Children 6-12 years old not in elementary

Source: Municipality of Dao, MBN Survey, December 1997.

Table 6. Profile of SRA–CIDSS Target Barangays, Dao

Barangay	Population	# of HHs	# of Families	Land Area (km ²)	Distance from Poblacion (kms)	# of Sitios
Aganan	546	106	112	421,514.9	9	6
Centro	1,042	182	188	194,205.7	12	7
Quinayuya	1,116	200	216	672,088.5	12	7

Source: Susan Dordas, CIDSS Report (September 1999), Municipal Social Welfare and Development Office, Municipality of Dao.

CIDSS called for the social preparation of project beneficiaries and stakeholders. This included courtesy calls on local government officials and orientation seminars for municipal officers and staff by the DSWD Regional Office. Social preparation entailed awareness-building, formation of Technical Working Groups/Committees, and capability-building seminars. Social preparation was carried down to the level of the three pilot barangays. Courtesy calls to the barangay chairpersons were conducted. Barangay officials received an orientation on the CIDSS program, particularly their roles in the project.

Encouraged by the Mayor's office, the barangay chairpersons helped mobilize barangay officers and the residents into a Core Group of constituents. Eventually, barangay-level Technical Working Groups (BTWG) were created in each pilot barangays. Members consisted of the barangay health worker, barangay secretary and treasurer, a teacher, and a midwife. Under the guidance of the municipal social welfare officer and the CIDSS worker, the barangay chairperson chaired the BTWG. Each BTWG formed committees for livelihood, infrastructure, education, health, peace and order, community development, and social services.

Under the direction of the MTWG, these committees set overall policy direction and managed the implementation of projects.

During the initial weeks of social preparation, barangay residents were skeptical and tended to adopt a "wait-and-see" attitude.⁶ The Core Group was of considerable help to the CIDSS worker in convincing its residents to cooperate with the CIDSS program.

Implementation

The results of the MBN survey determined the CIDSS projects in the pilot barangays. For instance, the need for economic security (e.g., income and livelihood) emerged as the most prevalent problem in the barangays. In response, the CIDSS organized a production loan project, which provided seed capital to 121 members of a Small Farmer Savings and Credit Association.

Several activities revolved around this project. A training workshop on credit and collection management was organized to orient beneficiaries, officers and management staff of the Savings and Credit Association. The training covered basic lending principles, and policies and procedures in the administration of a savings and credit program. Farmers' classes were conducted to teach proper crops management and introduce farmers to newer farming technology. The objective of this training was to help farmers reduce their farming expenses and increase their production.

In areas where 3-5 year-old children were not attending day care, Day Care programs were set up. In Barangay Centro, for instance, a full-time day care worker from the community was hired to attend to the needs of young children whose parents were busy during the planting and harvest seasons. In addition, supplemental feeding was undertaken in areas with large numbers of underweight and malnourished children. In 1999 alone, 630 underweight preschoolers benefited from this program.⁷

Other projects included electrification projects carried out in cooperation with the Capiz Electrical Cooperative (CAPELCO). Farm-to-market roads also were constructed and rehabilitated.

The Dao local government followed a "services matching" approach in carrying out the CIDSS projects. A survey of programs offered by CIDSS participating agencies was conducted. From this survey, a list of services offered by each agency was drawn up. With this list, it became easier to identify the "benefactor agency" for the unmet MBNs of the pilot barangays. This approach helped to discourage "turfing" wars among participating agencies.

⁶ Interview with Ms. Susan Dordas, CIDSS implementor and Social Welfare, 4 February 2000.

⁷ 1999 Accomplishment Report of the Municipal Social Welfare and Development Office, Municipality of Dao.

Monitoring and Evaluation

Monitoring and evaluation of CIDSS in Dao was coordinated by the Municipal Social Welfare and Development Office, through the CIDSS worker, Ms. Susan Dordas. Both implementors and beneficiaries agreed on the indicators to be used to measure program performance. To encourage community participation in monitoring and evaluation, program information was made available to anyone who formally requested for it, including data on poverty incidence, which was kept either at the Municipal Social Work and Development Office or the Municipal Planning and Development Office.

3. CASE STUDY FINDINGS: FACTORS AFFECTING PROGRAM SUCCESS

Clear policy framework. CIDSS provided Dao with a clear policy framework for combating poverty. The goal was to empower families and communities by developing capabilities to undertake productive activities and ensuring access to basic social services. It entailed a strategy of comprehensive, integrated delivery of social services. This strategy mobilized different agencies of government, as well as civil society groups, to address identified community needs.

Focused and targeted beneficiaries. In Dao, use of MBN indicators served to focus CIDSS projects and guided the drafting of barangay development plans. For example, the MBN indicator of "3-5 year old children not attending day care" emerged as a common need among all pilot barangays, especially during the harvest season when both parents were working in the fields. Day care centers were thus constructed in the barangays with help from several partner agencies, including the World Vision Development Foundation, a private social development organization. The Dao local government, through its Municipal Social Welfare and Development Office, in turn, provided technical assistance by training a barangay-based day care worker.

In response to the MBN indicator of "6-12 year olds not attending elementary school," the Department of Education, Culture and Sports, the Parent-Teacher Association (PTA), and the DSWD-CIDSS pooled their financial resources to provide tuition fee and school supplies assistance to indigent families.

The absence of a potable water supply was also another identified need that affected 200 families in the three barangays. In all pilot barangays, deep-wells were constructed and equipped with water pumps through a partnership between the community, the Department of Interior and Local Governments, and the DSWD.

The national government agencies provided the funds. The community provided the labor.

Clear implementation plan. Both government and civil society organizations were involved in planning, implementing, monitoring and evaluating pilot CIDSS projects. To facilitate the identification of projects, the Dao local government used the MBN indicator system to carry out a comprehensive needs analysis in the three pilot barangays. At the prodding of the municipal mayor, the MSWDO and the MPDO prepared a list of services and programs offered by all national government agencies, municipal offices, nongovernment organizations, private organizations, and socio-civic groups based in Dao. Using these two sets of information, Dao looked for matches between identified MBN needs and the services available from participating public and private agencies. This clearly succeeded in bringing together government and civil society and probably accounted for the subsequent expansion of CIDSS to three additional pilot barangays.

Table 6. Different Levels of Convergence and Support from NGAs, NGOs, Private Sector to CIDSS Projects

<u>Dept. of Health:</u>		
- Expanded program on immunization	- Sanitation	
- Maternal and child care	- Provision of sanitary bowls	
- National TB program	- Tech. asst. on nutrition education	
- Family planning program	- Deworming program	
- Control of cardiovascular and digestive diseases		
<u>Dept. of Interior and Local Government:</u>		
- Construction of water catchment Council	- Tech. asst. to Brgy. Development	
- Distribution of jetmatic pumps	- Organization of community structures	
<u>Dept. of Education Culture and Sports:</u>		
- Free tuition fee	- Tech. asst.	- Free textbooks
<u>Dept. of Agriculture:</u>		
- Farmers' classes	- Provision of solar driers	- Provision of raticides
<u>Dept. of Agrarian Reform:</u>		
- Tech. asst.		
<u>Dept. of Public Works & Highways:</u>		
- Repair of provincial roads		
<u>Technical Education Skills Devt. Authority:</u>		
- Skills training		
<u>National Census and Statistics Office:</u>		
- Tech. asst. on MBN		
<u>National Food Authority:</u>		
- Orientation on the services of the NFA to small farmers		
<u>World Vision Development Foundation, Inc.:</u>		
- Provision of medicines and medical kits for TB patients	- Day care programs	
<u>Capiz Electric Cooperative:</u>		
- Provision of electric poles	- Installation of electric power	

Source: Municipal Social Welfare and Development Office.

Social preparation of the community. Adequate social preparation of the community facilitated the acceptance of the

CIDSS program in Dao. Based on the *Field Manual for CIDSS Program Implementors*, social preparation in Dao included the following: Program Orientation, Area Selection, Community Entry and Integration, Formation of Neighborhood Clusters, and Formation of Core Groups. According to the CIDSS program implementor, a critical outcome of social preparation was the political support given by local leaders to the program. Another was that community people were adequately informed about the program and thus were able to decide on what was appropriate for their situation. Finally, the municipal government became effective in matching the objectives of the CIDSS program with local needs.

Local leadership and facilitative bureaucracy. The municipal government – especially the mayor – played an important role getting CIDSS started in Dao. Dao is within the CIDSS expansion area for Region VI. It was chosen based on a stringent set of criteria set forth in Executive Order 443. It also was recommended by DSWD Undersecretary Clarete Llanes who, perhaps not incidentally, comes from Dao. Former Dao Mayor Escutin admitted to lobbying Undersecretary Llanes for any assistance that might improve the socioeconomic condition of his municipality. In terms of ensuring program continuity, it has been fortunate that Mayor Escutin was succeeded by his son, who committed to continuing his father's programs.

The local government plays an important role in overseeing the smooth and coordinated implementation of CIDSS projects in the pilot barangays. The mayor, for example, conducts regular consultations with different government line agencies. His office also receives feedback from project beneficiaries through direct consultations or workshops.

The dedication of the CIDSS implementor is also an important factor in the success of the program. The CIDSS implementor works long hours in the pilot barangays. Using her organizational and management skills, she mobilized the municipal staff and local folks to optimize the support of national government agencies. Community people attest that the CIDSS implementor has been the driving force behind the success of their CIDSS projects.

Community involvement. There is constant and direct consultation of CIDSS beneficiaries. The community participates in planning, budgeting, implementation, monitoring and evaluation. Although many of the structured planning sessions are conducted by barangay-level committees, weekly local assemblies and consultations at the sitio level are conducted under the supervision of a barangay kagawad (councilor). This provides a forum for the sentiments and concerns of the barangay residents.

Even in funding, the communities have managed to participate more directly. An innovative fund transfer scheme under CIDSS

involves transferring funds from the DSWD Regional Office directly to local beneficiaries in the barangay. This direct transfer has cut away several bureaucratic layers and has significantly reduced "waiting time" and work slippage. It also has helped to minimize corruption.

CIDSS LIVELIHOOD PROJECTS FOR SMALL FARMERS

To counter moneylenders who charge 8%-10% a month on loans to small farmers, farmers from the three pilot CIDSS barangays formed the Small Farmers Credit and Savings Association (SFCSA) under the CIDSS Crop Production Loan Assistance Project. The SFCSA provides farmers with affordable credit and encourages them to save. It is managed by a set of elected officials. In its first two years, the organization accomplished the following: (a) financed the production of 121 small farmers, who increased their production and income by as much as 20%, (b) improved farming technology through farmers' training activities, (c) taught the value of saving, (d) encouraged participation among members, (e) developed entrepreneurship among small farmers, and (f) promoted social responsibility among small farmers.

4. CONCLUSION

Leadership. Local leadership played a crucial role in the successful implementation of the CIDSS program. For example, the former mayor capitalized on his contacts within the national government, particularly the DSWD, in an effort to generate resources for his municipality. According to him, his acquaintance with a DSWD undersecretary, who also happened to come from Dao, probably helped in having Dao selected for the CIDSS expansion program in the region. The financial generosity of the Escutin family also is common knowledge in Dao especially when it comes to developing social capital. Not a few training seminars have been shouldered personally by the former mayor. Finally, there has been continuity in local leadership commitment to the program, largely because the incumbent mayor took over the office from his father.

Partnerships. The coordination and management of the CIDSS program benefited from the municipal government's effectiveness in mobilizing and identifying the contributions of government agencies, NGOs, and private sector groups for the anti-poverty projects of the municipality. In terms of sharing the cost of the program, some CIDSS partner agencies are more dominant. This is a major weakness; CIDSS in Dao depends considerably on

financing from the national government, through the DSWD. Nearly 60% or P2, 618,931.00 of the total P4,525,042.53 CIDSS budget in Dao comes from the DSWD. Owing to budgetary constraints, the municipality has managed to contribute only P183, 818.00 or 4.1% of the total CIDSS project cost. There is a clear need for the local government to be more creative and innovative in getting other sources of funds.

Accountability. The CIDSS worker and barangay officers jointly manage and monitor fund releases. Transparency in fund management has fostered a climate of openness among implementors and stakeholders. The program follows an "open-book" policy, meaning any barangay resident may request for the minutes of meetings or the financial condition of the barangay, including budgets and expenditures. Project records are readily available at the Barangay Hall.

Transparency. The CIDSS program uses a tripartite (government, nongovernment, community) approach to program management. This promotes a culture of transparency, accountability, efficiency and integrity. Transparency in projects, especially infrastructure development, has led to openness and support even among the mayor's critics. All sectors and organizations are represented in the Municipal Planning and Development Council, which undertakes the planning, selection, implementation, monitoring and evaluation of projects. The multi-sectoral Municipal Technical Working Group serves as a check-and-balance body that ensures cost-effective and efficient use of program funds. (The only downside of the MTWG structure is that meetings are held only as the need arises; in 1999, the MTWG was convened only twice.)

Responsiveness. The MBN indicators system played a major role in identifying CIDSS beneficiaries and projects. The MBN approach has also raised the awareness of the marginalized sectors in Dao to their situation.

Participation. Community participation in project planning, implementation, monitoring and evaluation is integral to the CIDSS program. Mayor Escutin himself has stressed that municipal projects could be appreciated better if the community were involved from the start. Community involvement awakens the people's sense of ownership or *malasakit* (genuine concern) for the project. This is why Mayor Escutin holds that no major activity involving CIDSS or municipal funds should be carried out without prior consultation of all sectors concerned. The same policy of consultation is applied to CIDSS projects.

Approachability. Mayor Escutin has publicly committed to support the CIDSS policies and programs. He encourages his constituency to approach him personally to share their suggestions

and grievances. This practice might have negative consequences, however, since it could hinder the institutionalization of mechanisms to address complaints. It could also inhibit those who are not political allies of the mayor from approaching him.

Since Dao is a small rural town where "everybody knows everybody," the setting up of a formal feedback mechanism (e.g., public affairs or suggestion box) is not seriously being considered. The approachability and *pakikisama* (camaraderie) of local leaders, including the mayor, are considered sufficient.

References

A. Key Informant Interviews

1. Former Mayor Ernesto P. Escutin, Mayor of Dao, Capiz (1988 – 1998)
2. Mayor Joselito Y. Escutin, Mayor of Dao, Capiz (1998 – present)
3. Vice Mayor Paterno A. Cobrador, Vice-Mayor of Dao
4. Councilor Tomas A. Yap, Member, Sangguniang Bayan of Dao
5. Engr. Bruce delos Santos, Municipal Planning and Development Coordinator
6. Ms. Loida F. Capundan, Municipal Social Welfare and Development Officer
7. Ms. Susan Dordas, CIDSS Implementor and Social Worker
8. Mr. Bernardo Derayo, Punong Barangay (Brgy. Aganan)
9. Mr. Maximino Bermudo, Punong Barangay (Brgy. Centro)
10. Mr. Josue Agdalapiz, Punong Barangay (Brgy. Quinayuya)

B. Focus Group Discussions

1. Municipal Technical Working Group of Dao
2. Brgy. Centro Barangay Development Council
3. Brgy. Centro Small Farmers Savings and Credit Association
4. Brgy. Aganan Barangay Development Council
5. Brgy. Aganan Small Farmers Savings and Credit Association
6. Brgy. Quinayuya Barangay Development Council
7. Brgy. Quinayuya Small Farmers Savings and Credit Association

C. Primary and Secondary Materials

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