

■ LOCAL REGIONAL STUDIES NETWORK

# Local Champions

Institutionalizing Community Driven  
Development (CDD) in Cebu and Bohol



*Ana Leah D. Cuizon, DPA*

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"Participants to the Cebu Public Forum at Santa Fe, Cebu"

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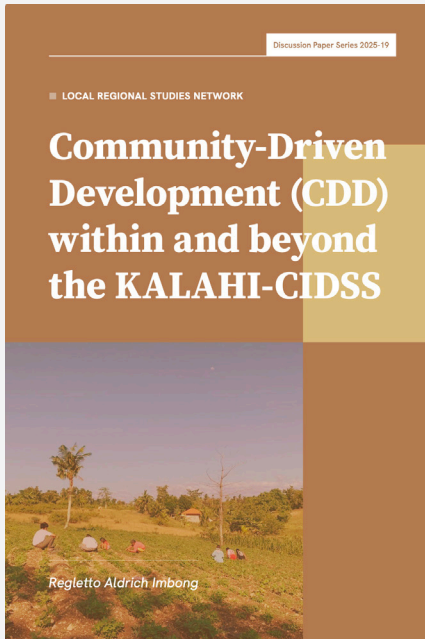
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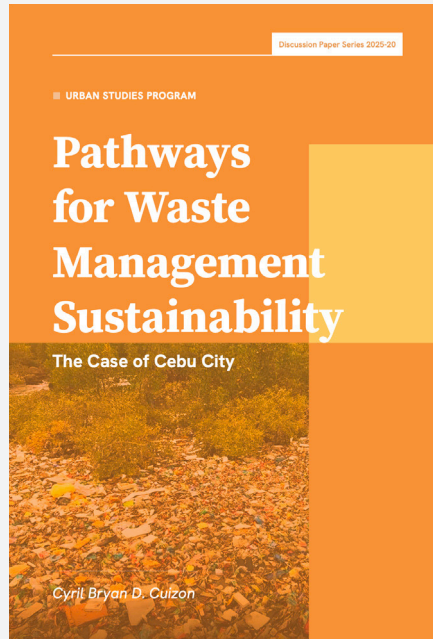
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# LOCAL CHAMPIONS

**Institutionalizing Community Driven  
Development (CDD) in Cebu and  
Bohol**

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## RATIONALE AND BACKGROUND

The institutionalization of local initiatives is at the core of academic discourses across levels of governance. Institutionalization is the process of turning initial assumptions into practical programs recognized as effective for reaching shared goals (Haghighi and Takian 2024). Similar to automation, ideas and procedures become embedded within formal organizational structures, leading to automatic actions. The deeper an idea is institutionalized, the less individuals need to think independently and reflect critically before acting.

Institutionalization breeds sustainability. The integration of local initiatives with existing formal government arrangements such as legislation depends on the support it can generate from the members of the legislature. These innovations, particularly coming from the community, are judged not on merits nor benefits for the majority, but for its alignment with the priorities of those who hold political power.

In most cases, community initiatives fail to thrive due to unfavorable conditions among legislative bodies across national, regional, and local levels. These efforts remain individualistic and group or community-led, without recognition and partnership from authorized public instrumentalities. Buy-in from legislators and *Sanggunian* (Council) members in transforming local initiatives as urgent “cause” for legislation remains to be the biggest challenge in sustaining these efforts. The multi-faceted process of institutionalization is a grueling procedure, especially for community volunteers whose simple intent is to contribute to community development. The politics involved in institutionalization of an initiative, which have been known and awarded as a “best practice” not only within the Department of Social Welfare and Development (DSWD), but also by international organizations like Asian Development Bank (ADB) and the World Bank (WB) in their country-wide and regional reports is more complex than it appears. Such is the case of the DSWD’s *Kapit Bisig Laban sa Kahirapan*-Comprehensive and Integrated Delivery of Social Services (KALAH-CIDSS) in its incessant quest for institutionalization both from the local to the national levels.

The KALAH-CIDSS is one of the three core programs of the DSWD that aims to reduce poverty and promote good governance through the community-driven development (CDD) approach. The two other key programs—the *Pantawid*



*Pamilyang Pilipino Program* (4Ps) and the Sustainable Livelihood Program (SLP)—are likewise aimed at poverty alleviation, with the 4Ps focused on the behavioral-capabilities approach and the SLP on a capacity-building approach for its household beneficiaries. The peculiarity of KALAHI-CIDSS stems from its utilization of the CDD approach, which follows four key principles: (1) participation, (2) transparency, (3) accountability, and (4) inclusion. KALAHI-CIDSS targets the community, not just the individual household beneficiaries, so that its effects are readily observable through community infrastructures and facilities. In a few geographically isolated and disadvantaged areas (GIDAs), primary social service facilities like health centers, kindergarten and elementary schools, roads, bridges, and street lights are mostly funded by KALAHI-CIDSS with minimal local-counterpart funding from the LGU beneficiaries. Success stories of multiple communities have been documented to reflect the positive effects and enduring impact of the said program to the people. Yet, why is KALAHI-CIDSS' institutionalization at the national and local levels still a challenge?

This paper sheds light on the best alternative course of action to sustain what the community had already started to build and reaped as benefits from the implementation of the CDD approach. It proposes for a localized and still community-driven strategy to sustain CDD's success. Steering the discourse to local government units (LGUs) in the region to take on the lead as they directly navigate and engage with local stakeholders. The call to action must be initiated at this level.

## **THE COMMUNITY DRIVEN DEVELOPMENT (CDD) APPROACH IN THE PHILIPPINES: THE KALAHI-CIDSS EXPERIENCE**

KALAHI-CIDSS is a CDD program initiated by the DSWD, whose primary objective is to combat poverty and reduce vulnerability by enhancing local capacities and addressing gaps in resources and the responsiveness of local government units to community needs (ADB, 2012).

KALAHI-CIDSS was modeled in part after Indonesia's Kecamatan Development Program, a pioneering CDD effort that began during the 1990s (ADB, 2012). The said program seeks to empower communities by shifting the decision-

making power on resource allocation to the public instead of being solely at the hands of local chieftains or chief executives and their corresponding councils. It further supports transparency and accountability from the local government units concerned with its constituents by increasing participation and inclusion among various stakeholders.

KALAHI-CIDSS was initially piloted in Dolores, Quezon in 2002 and officially launched in 2003. Its expansion on a national scale was approved in 2013 by the National Economic and Development Authority (NEDA) Board under the leadership of President Benigno Aquino III. The said expansion was to support community-driven post disaster response and development following the incident of Super Typhoon Yolanda.

For decades, KALAHI-CIDSS popularized CDD as a development approach all over the Philippines. Stories of communities being empowered are recorded not just by the DSWD, but also by international organizations capturing how LGUs in the country were transformed with the projects funded by the program. Such is the case of Cebu and Bohol, two provinces comprising the Central Visayas Region. Pilar, a municipality in Bohol had garnered numerous accolades from local, national, and international award giving bodies. In Cebu, the municipalities of San Remegio, Argao, and Sibonga also gained attention for the milestones its KALAHI-CIDSS sub-projects yielded. Nonetheless, after over two decades, the sole program utilizing CDD approach has yet to be institutionalized. This, despite the recognition from various reputable organizations and states, narratives from community volunteers and different stakeholders, and its history as the oldest program of the DSWD. Initiatives from the Philippine Congress have not been absent, but constant and unwavering persuasion from the other members of the legislature might be key to eventually making said efforts come to fruition.

The initial version of the Community-Driven Development (CDD) Bill was submitted during the 18th Congress in September 2019. The inaugural bill, HB 4407 was drafted and filed by Cong. Maximo Dalog Jr. of the Lone District of Mountain Province. Shortly after, three senators also filed their respective CDD Bill versions during the 19th Congress in 2022 and 2023, respectively. These were Rep. Lisanda Bolilia (Fourth District of Batangas) with HB 4470, Rep. Allan Jesse Mangaoang (Lone District of Kalinga) with HB 4764 and Rep. Jocelyn Sy-Lim Kaichong (First District of Negros Oriental) with HB 5250.

On September 18, 2020, a Technical Working Group (TWG) established to support the COD bill within the House of Representative's Committee on Poverty Alleviation finalized the substitute COD bill in preparation for discussions and approval by the committee. In collaboration with KALAHI-CIDSS and other relevant stakeholders, the TWG merged the first four bills—HB 4407, HB 4470, HB 4764, and HB 5250—into one consolidated version. The newly unified bill was titled, “An Act Institutionalizing the Community-Driven Development (CDD) Approach as a National Strategy for Inclusive Growth and Social Protection, and Appropriating Funds Therefor.” It has three main features: (1) institutionalization of the CDD Approach, (2) operationalization of the CDD Approach, and the (3) creation of the CDD Knowledge Resource Center.

On May 30, 2024, KALAHI-CIDSS National Program Manager (NPM) Atty. Bernadette Mapue-Joaquin made the appeal to legislators calling for the need to institutionalize the CDD program espoused by KALAHI-CIDSS. According to a report from the Philippine News Agency (2024), NPM Mapue-Joaquin stated that:

*“Sa atin pong mga mambabatas, hindi lamang po sa mga mambabatas natin kung hindi pati na rin sa ating community volunteers at sa ating unsung heroes ng KALAHI-CIDSS, dalawampung taon na po ang KALAHI-CIDSS. Samahan ninyo kami na tumindig upang maipagpatuloy natin ang programa” (To our lawmakers, not just to our legislators but also to our community volunteers and the unsung heroes of KALAHI-CIDSS, KALAHI-CIDSS has been around for twenty years now. Join us in standing up to continue the program).*

Further, she explained that;

*“Marami na po tayong natulungan na mga komunidad pero marami pa rin pong mga komunidad ang nangangailangan ng tulong dito po sa ating programa na KALAHI-CIDSS. Tulungan nyo kami na ipagpatuloy at isabatas po natin ang programa. Tulungan nyo kami na ipagpatuloy ang pagbibigay ng tulong sa mga pinakanangangailangan na komunidad,” Atty. Mapue-Joaquin explained” (Many communities have already been helped, but there are still many more communities in need of assistance through our KALAHI-CIDSS program. Please help us to continue and institutionalize the program. Assist us in continuing to provide aid to the communities or to those communities in dire need).*

This is a testament to the collective efforts both from the community volunteers, members and the transformative leadership of LGUs which welcome participation, inclusion, transparency and accountability. CDD does not work in isolation where community volunteers do the work alone. CDD is a two-way street where local government officials commit transparency and accountability, whereas participation and inclusion from the community members are heightened.

The concerted efforts and teamwork of the LGUs, the community members, and volunteers are highlighted in CDD, making the path to development attainable through enhanced community involvement and multiple stakeholder engagement. This is clearly manifested in specific communities across the Central Visayas region particularly in the provinces of Cebu and Bohol.

## **THE DILEMMA**

Pilar, a fourth-class municipality from the 3rd Congressional District of the province of Bohol is a multi-awarded LGU in Central Visayas. The accolades and recognitions are for the LGU's success in implementing sub-projects funded under the KALAH-CIDSS program to institutionalize the CDD approach in its community-based projects through a local ordinance. The LGU also took over the management and funding of all remaining projects which were identified during the barangay assembly, but national funding was absent. The field office of the DSWD transitioned to full local funding support for the remaining projects, as the program continues to struggle for full institutionalization at the national level.

KALAH-CIDSS was launched in 2003 as the flagship poverty alleviation program of the Philippine government (Morales and Sonco 2018). Initially set to run until 2010, the program's success during its first phase—backed by a USD 100 million loan from the World Bank—led to additional funding in the same year. This included another loan from the World Bank, amounting to USD 59,123,937, to expand the program's scope (Additional Financing or KCAF).

In 2011, the program received a USD 120 million grant from the United States via the Millennium Challenge Corporation (MCC), in partnership with the

Millennium Challenge Account-Philippines (MCA-P). Two years later, the NEDA Board approved the expansion of the program through KALAH-CIDSS NCDDP (National Community-Driven Development Program), funded by both the national government and international sources, including the World Bank, ADB, MCC, the Australian Department of Foreign Affairs and Trade, the Spanish government, and the Japan Fund for Poverty Reduction.

Moreover, in 2014, the ADB gave emergency financial assistance through a loan of USD 372.1 million to restore basic services after Super Typhoon Yolanda ravaged the country in November 2013. The said assistance covered 33 percent of the estimated program cost. This coverage of the emergency assistance ran from 2014 to 2018. Meanwhile, the World Bank and the Philippine government also extended assistance. The former contributed USD 479 million, while the latter gave PHP 9.3 billion. The World Bank funded KALAH-CIDSS NCDDP sub-projects, covering the years 2014-2019 and overlapped with those which are under the additional funding assistance.

All subprojects would have been fully implemented and turned over to the respective LGUs, but the transition was hampered by the COVID-19 pandemic. Once again, the emergency coverage had been extended by funding sources coming from the national government and various international organizations extending aid across the globe. This time, KALAH-CIDSS suspended its menu of covered sub-projects to allow the provision of medical supplies and paraphernalia deemed urgent, along with necessities to cope with the pandemic. The isolation centers of almost every municipality in the region, including medical supplies, were funded through KALAH-CIDSS. This proves the versatility of the program in aiding the communities amidst challenging and emerging times. Yet, support to legislate a national law that can sustain the continuity of the program remains elusive.

At the local level, there are chief executives who have made strides in championing CDD as an approach in identifying, implementing, and monitoring community-based projects. This was espoused by Mayor Wilson Pajo of Pilar, Bohol during the Roundtable Discussion (RTD) on CDD Local Champions organized by the UP Center for Integrative and Development Studies-Local Regional Studies Network Cebu at Diamond Suites Hotel last July 16, 2024. Hon. Pajo stated that;

“Over the years, we have successfully implemented 195 projects with a total cost of PHP 194 million. Even in the absence of national grants, we have continued these initiatives through local funding and community contributions. Such efforts have led us to be recognized with numerous awards, and Pilar has become a benchmark for other municipalities adopting CDD.”

However, this accomplishment did not come easy, due to initial resistance coming from the members of the municipal council. Mayor Pajo elaborated that he and his team were persistent in institutionalizing CDD, seeing its potential as a genuine intervention for poverty reduction. In turn, they embraced the principles of transparency, accountability, and participatory governance, starting with identifying community needs, planning interventions, and implementing projects collaboratively.

This sentiment is echoed by Pilar’s Municipal Planning and Development Officer (MPDO), Engr. Joseph Anania, who was also present during the RTD. He posited that when Pilar became a beneficiary of the KALAHI-CIDSS program in 2005, there were initial doubts about Pilar’s capacity to meet the requirements, especially for counterpart funding, given that they are a fourth-class municipality. Engr. Anania shared that one key insight they gained was the importance of pooling together local resources to ensure equal opportunities for all barangays, regardless of size or income. To achieve this, they established a common fund, with each barangay contributing an equitable share. This initiative enabled even the smallest barangays to participate fully in the program and experience the transformative effects of CDD. Through this practice, they ensured that all their 21 barangays were prioritized within two cycles of the program implementation.

Beyond infrastructure projects, the people of Pilar view CDD as a behavioral change initiative. It empowers communities to identify their needs, develop solutions, and exercise agency in decision-making. By integrating CDD principles into their local development planning process, they have institutionalized practices of transparency, accountability, and participatory governance. Even without external grants, Pilar continues to implement CDD projects from its local funds. Over the years, they have implemented 195 sub-projects, ranging from road construction to health centers, with a total cost of PHP 194 million. This resounding success is a testament to the dedication of

their barangay and municipal officials, as well as the active participation of its community volunteers.

The institution of KALAHÍ-CIDSS can be attributed to the following: (1) extensive documentation of processes and outputs, (2) open-mindedness of the stakeholders, (3) familiarity with the principles based on previous and similar experiences, (4) recognition of bottom-to-top arrangement as beneficial to the community, (5) several cycles and exposures to CDD practices, and (6) enactment of a resolution by the local legislature (Sales and Payos 2016 as cited in Lakibul 2024). In the case of Pilar, Bohol all six components necessary for a full local institutionalization of the CDD approach were present and observed. The LGU officials and personnel and the community volunteers and residents fully understood what CDD was for them, their LGU, and their community. There is a collective understanding of what it can do to transform their community into their “ideal place” especially for their children and the next generation to come.

It was also observed that the components of CDD have integrated well with the local practices of the Eskayas, a legally recognized indigenous group in the municipalities of Guindulman, Duero, Pilar, and Sierra Bullones in the province of Bohol (Sales and Payos 2016). The Eskayas have their own tribal council that functions separately from elected officials of the barangays. This tribal council embraced the principles of CDD. CDD is not just a development approach, nor a government paradigm, but a way of life; one that is collectively shared by the leaders and its people.

Nonetheless, Pilar’s story cannot be duplicated in other municipalities. In the municipalities of Inabanga and Jagna in Bohol, there are still no local ordinances supporting CDD. The participants to the Bohol Public Forum, which was held in the Municipal Hall of Tubigon, Bohol, identified lack of political support and the chief executive’s perspective of CDD as contributory factors to the absence of local ordinances in the LGUs. One participant from Jagna explained that:

*“Sa first phase namo official pa man ko dili gyud mu adapt ang among kapitán kay ngano daw ipaagi pa ug KALAHÍ. 600,000 man to nya idiritso nalang kuno sa mga official kay sila ray magpahiluna. Naa daw katungod nila na magpa implement nganong mga katawhan*

*pa man?" (In our first phase, when I was still an official, our barangay captain really wouldn't adapt because he questioned why it had to go through KALAHI. It was 600,000, and they said it should just go directly to the officials because they are the ones who will manage it. They said they have the right to implement it, so why should the people do it?)*

This is the same case in the island municipalities of Santa Fe and Madridejos in Cebu. A former LGU employee from Sta. Fe states:

*"Mangutana ko nga naa na man di ay to kuno existing municipal ordinance ang Sta. Fe, kung kanos-a ni siya napasas. Kay basin kung sa previous local administration ni siya, unya wala ni gi-concur sa kasamtangang administrasyon. Kung kaniadto ni, suportado pud onta ni gihapon karon" (I would like to ask when the existing municipal ordinance in Sta. Fe was passed. Because if this was from the previous local administration, it is not concurred by the current administration. If it was passed before, it should still be supported now).*

Pilar is the exemption to the general rule. While it was faster and smoother in securing support to legislate CDD, other LGUs are still dependent on either a national law, department policy, or memorandum order. They are not willing to enact an ordinance to this effect that would require funding. In the absence of a national law, there would likely be no funding assistance from the national government or international organizations. There is no incentive for local government officials to push for the institutionalization of CDD in their respective LGUs. Reflected below is a tally of LGUs in the provinces of Cebu and Bohol with or without local ordinances supporting CDD institutionalization. The data was presented by Mr. Aneni Codilla, a UP CIDS-LRSN Cebu Fellow, during the project roll out of LRSN Cebu last July 2024.



**TABLE 1. MUNICIPALITIES IN CEBU AND BOHOL WITH LOCAL ORDINANCE SUPPORTING CDD**

LGU	TITLE OF ORDINANCE
Cebu City, Cebu	No Ordinance
Lapu-Lapu City, Cebu	No Ordinance
Mandaue City, Cebu	No Ordinance
Bogo City, Cebu	No Ordinance
Carcar City, Cebu	No Ordinance
Danao City, Cebu	No Ordinance
Naga City, Cebu	No Ordinance
Talisay City, Cebu	No Ordinance
Toledo City, Cebu	No Ordinance
Alcantara, Cebu	No Ordinance
Alcoy, Cebu	No Ordinance
Alegria, Cebu	“An Ordinance Adopting and Institutionalizing the Community Driven Development (CDD) of the KALAHI-CIDSS NCDDP Process as the Modality of Managing Barangay Development Projects of the Municipality of Alegria, Cebu, Philippines, Thus Appropriating Funds Thereof”
Aloguinsan, Cebu	“(Short Title) Sustainability Evaluation Ordinance”
Argao, Cebu	No Ordinance
Asturias, Cebu	No Ordinance
Badian, Cebu	“Institutionalizing the Participatory Barangay Development Program Process Ordinance of 2023”
Balamban, Cebu	No Ordinance
Bantayan, Cebu	“An Ordinance Institutionalizing Community Driven Development (CDD) on the Conduct of roper Evaluation/ Assessment of the Identified or Completed Programs, Projects and Activities Executed in Both Municipal and Barangay Level of Bantayan, Cebu in Order to Ensure the Appropriate Utilization/Function and the Attainment of Program-Sustainability and Providing Funds for the Activities Thereof”

<b>LGU</b>	<b>TITLE OF ORDINANCE</b>
Barili, Cebu	“An Ordinance Institutionalizing Community Driven Development (CDD) on the Conduct of Proper Evaluation/Assessment of the Identified or Completed Programs, Projects and Activities Executed in Both Municipal and Barangay Level of Barili, Cebu in Order to Ensure the Appropriate Utilization/Function and the Attainment of Program-Sustainability and Providing Funds for the Activities Thereof”
Boljoon, Cebu	No Ordinance
Borbon, Cebu	No Ordinance
Carmen, Cebu	No Ordinance
Catmon, Cebu	No Ordinance
Compostela, Cebu	No Ordinance
Consolacion, Cebu	No Ordinance
Cordova, Cebu	No Ordinance
Daanbantayan, Cebu	No Ordinance
Dalaguete, Cebu	No Ordinance
Dumanjug, Cebu	“An Ordinance Institutionalizing the Community Driven Development (CDD) Approach in the Identification, Prioritization, Resources Allocation of Locally Funded Programs and Projects and Adopting Some of the Activity Cycle (CEAC) as the Strategy in Pursuing and Attaining Development Goals in the Municipality of Dumanjug, Cebu”
Ginatilan, Cebu	No Ordinance
Liloan, Cebu	No Ordinance
Madridejos, Cebu	No Ordinance
Malabuyoc, Cebu	No Ordinance
Medellin, Cebu	No Ordinance
Minglanilla, Cebu	No Ordinance
Moalboal, Cebu	No Ordinance
Oslob, Cebu	“An Ordinance Institutionalizing Community Driven Development (CDD) on the Conduct of Proper Evaluation/Assessment of the Identified or Completed Programs, Projects and Activities Executed in Both Municipal and Barangay Level of Oslob, Cebu in Order to Ensure the Appropriate Utilization/Function and the Attainment of Program-Sustainability and Providing Funds for the Activities Thereof”

LGU	TITLE OF ORDINANCE
Pilar, Cebu	“Ordinance Adopting and Institutionalizing the Community-Driven Development Process of KALAHI-CIDSS Through Prioritization in Funding the Programs, Projects and Activities, Utilizing 20% Development Fund”
Pinamungajan, Cebu	No Ordinance
Poros, Cebu	No Ordinance
Ronda, Cebu	No Ordinance
Samboan, Cebu	No Ordinance
San Fernando, Cebu	No Ordinance
San Francisco, Cebu	No Ordinance
San Remigio, Cebu	No Ordinance
Santa Fe, Cebu	“Prioritization of Programs, Projects and Activities for Funding Under the Aid to the Barangay Fund of the Municipality of Santa Fe, Cebu”
Santander, Cebu	“Conduct of Sustainability Evaluation (SE) for Completed Programs, Projects, and Activities”
Sogod, Cebu	No Ordinance
Tabogon, Cebu	“Conduct of Sustainability for Completed Programs, Projects and Activities Ordinance”
Tabuelan, Cebu	“An Ordinance Institutionalizing the Community Driven Development (CDD) Approach in the Identification, Prioritization, Resources Allocation of Locally Funded Programs and Projects and Adopting Some of the Activity Cycle (CEAC) as the Strategy in Pursuing and Attaining Development Goals in the Municipality of Tabuelan, Cebu”
Tuburan, Cebu	“Conduct of Sustainability for Completed Programs, Projects and Activities Ordinance”
Tudela, Cebu	“Prioritization of Programs, Projects, and Activities for Funding under the 20% Development Fund of the Municipality of Tudela, Cebu”
Alburquerque, Bohol	No Ordinance
Alicia, Bohol	“Prioritization of Programs, Projects and Activities for Funding Under the 20% Development Fund of the Municipality of Alicia, Bohol”
Anda, Bohol	“Prioritization of Programs, Projects and Activities for Funding Under the 20% Development Fund of the Municipality of Anda, Bohol”

<b>LGU</b>	<b>TITLE OF ORDINANCE</b>
Antequera, Bohol	No Ordinance
Baclayon, Bohol	No Ordinance
Balilihan, Bohol	No Ordinance
Batuan, Bohol	“Conduct of Sustainability Evaluation for Completed Programs, Projects and Activities Ordinance
Bien Unido, Bohol	Institutionalization of Local KALAHAI as the Local Initiative Program for Community Driven Development Modality in Project Implementation and the Use of Counterparting/Trust Funds for all 15 Barangays Ordinance”
Bilar, Bohol	“Conduct of Sustainability Evaluation for Completed Programs, Projects, and Activities Ordinance”
Buenavista, Bohol	No Ordinance
Calape, Bohol	No Ordinance
Candijay, Bohol	No Ordinance
Carmen, Bohol	No Ordinance
Catigbian, Bohol	No Ordinance
Clarin, Bohol	No Ordinance
Corella, Bohol	No Ordinance
Cortes, Bohol	No Ordinance
Dagohoy, Bohol	“An Ordinance Institutionalizing the Community Driven Development (CDD) Approach in the Identification, Prioritization, Resources Allocation of Locally Funded Programs and Projects and Adopting Some of the Activity Cycle (CEAC) as the Strategy in Pursuing and Attaining Development Goals in the Municipality of Dagohoy, Bohol”
Danao, Bohol	No Ordinance
Dauis, Bohol	No Ordinance
Dimiao, Bohol	“An Ordinance Adopting and Institutionalizing Community Driven Development of the KALAHAI-CIDSS NSDDP Processes as Modality of Managing Barangay and Municipal Development Projects of the Municipality of Dimiao, Bohol, Philippines, This Appropriating Funds Thereof”
Duero, Bohol	“Conduct of Sustainability Evaluation for Completed Programs, Projects and Activities Ordinance

<b>LGU</b>	<b>TITLE OF ORDINANCE</b>
Garcia-Hernandez, Bohol	An Ordinance Institutionalizing Three (3) CDD Processes – Conduct of Social Investigation (SI) and Data Gathering, Barangay Participatory Situation Analysis (BPSA), and Sustainability Evaluation (SE) of All Completed Municipal and Barangay Programs, Projects and Activities”
Getafe, Bohol	No Ordinance
Guindulman, Bohol	No Ordinance
Inabanga, Bohol	No Ordinance
Jagna, Bohol	No Ordinance
Lila, Bohol	“An Ordinance Adopting and Institutionalizing Community Driven Development of the KALAHI-CIDSS NSDDP Processes as Modality of Managing Barangay and Municipal Development Projects of the Municipality of Dimiao, Lila, Philippines, This Appropriating Funds Thereof”
Loay, Bohol	No Ordinance
Loboc, Bohol	No Ordinance
Loon, Bohol	No Ordinance
Mabini, Bohol	“Municipal Integration of Community-Driven Development (CDD) Approach Ordinance”
Maribojoc, Bohol	No Ordinance
Panglao, Bohol	No Ordinance
Pilar, Bohol	“Conduct of Sustainability Evaluation for Completed Programs, Projects and Activities Ordinance”
President Garcia, Bohol	No Ordinance
Sagbayan, Bohol	No Ordinance
San Isidro, Bohol	“An Ordinance Institutionalizing the Community Driven Development (CDD) Approach in the Identification, Prioritization, Resources Allocation of Locally Funded Programs and Projects and Adopting Some of the Activity Cycle (CEAC) as the Strategy in Pursuing and Attaining Development Goals in the Municipality of San Isidro, Bohol”
San Miguel, Bohol	“An Ordinance Institutionalizing the Community Driven Development (CDD) Approach in the Identification, Prioritization, Resources Allocation of Locally Funded Programs and Projects and Adopting Some of the Activity Cycle (CEAC) as the Strategy in Pursuing and Attaining Development Goals in the Municipality of San Miguel, Bohol”

LGU	TITLE OF ORDINANCE
Sevilla, Bohol	“An Ordinance Institutionalizing the Community Driven Development (CDD) Approach in the Identification, Prioritization, Resources Allocation of Locally Funded Programs and Projects and Adopting Some of the Activity Cycle (CEAC) as the Strategy in Pursuing and Attaining Development Goals in the Municipality of Sevilla, Bohol”
Sierra Bullones, Bohol	“Conduct of Sustainability Evaluation for Completed Programs, Projects and Activities Ordinance”
Sikatuna, Bohol	No Ordinance
Tagbilaran, Bohol	No Ordinance
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Trinidad, Bohol	No Ordinance
Tubigon, Bohol	“Conduct of Sustainability Evaluation for Completed Programs, Projects and Activities Ordinance”
Ubay, Bohol	No Ordinance
Valencia, Bohol	No Ordinance

Table 1 presents data on the number of LGUs in Cebu and Bohol that have local ordinances supporting the institutionalization of CDD. In Cebu, 14 out of 53 LGUs (26%) have adopted such ordinances, while 39 LGUs (74%) have not. In Bohol, 18 out of 48 LGUs (38%) have ordinances in place, whereas 38 LGUs (62%) do not.

However, it is also important to note that during the Bohol public forum, the participants from Jagna were adamant in saying that they are not aware that it is possible to legislate CDD at the local level both from the barangay and the municipality. They are under the impression that the institutionalization of CDD can only happen at the national level. To this, one participant, Ms. Marissa Garay, a *Huwarang Pantawid Pamilya* awardee, said “we should rally from town to town, city to city, province to province until our voices will be heard by the Congress.” Based on her experience as a 4Ps beneficiary, this is what their group did prior to the institutionalization of the 4Ps. A signature campaign nationwide was also pushed.

To further explore why CDD has not yet been institutionalized in some municipalities, participants' perceptions were gathered during our public fora in Bohol and Cebu through a short survey. The session focused on the participants' sentiments on CDD, which captured their attitudes, concerns, and level of support.

**TABLE 2. UP CIDS LRSN PUBLIC FORA (CEBU AND BOHOL)  
PARTICIPANTS' SENTIMENTS ON CDD**

SURVEY QUESTIONS	CEBU		BOHOL	
	AGREE	DISAGREE/ NO RESPONSE	AGREE	DISAGREE/ NO RESPONSE
<i>Kontento ako sa resulta sa mga proyekto sa CDD sa akong komunidad.</i>  (I am satisfied with the results of CDD projects in my community.)	12	4	18	0
<i>Positibo ang akong paglantaw sa umaabot nga epekto sa mga proyekto sa CDD sa among komunidad.</i>  (I have an optimistic perspective about the future effects of CDD projects in my community.)	13	3	18	0
<i>Para nako, giila ang akong opinyon sa pagplano sa mga proyekto sa CDD.</i>  (For me, my opinions are considered in the CDD project planning.)	7	9	18	0
<i>Naka-paaktibo sa akong pag-apil sa komunidad ang mga proyekto sa CDD.</i>  (I am encouraged to actively participate in the community because of CDD projects.)	15	1	18	0

Total No. of Respondents: 34  
Cebu= 16; Bohol= 18

Table 2 presents participants' sentiments on Community-Driven Development (CDD) projects in Cebu and Bohol. The results indicate a generally positive perspective of CDD, particularly in Bohol, where all 18 respondents consistently agreed with all survey statements. In Cebu, while most participants expressed satisfaction with CDD projects (12 out of 16) and optimism about their future impact (13 out of 16), there was a notable division regarding whether their opinions were considered in project planning, with only 7 agreeing and 9 disagreeing or not responding. Despite this, 15 out of 16 Cebu respondents viewed CDD involvement positively. The findings suggest strong support for CDD initiatives, though perceptions of participatory decision-making vary, particularly in Cebu. This could be attributed to the political dynamics of the previous and current administrations in the island-municipalities where the Cebu public forum was held.

## **LOCAL LEVEL: THE WAY TO GO**

Locally-initiated movements and solutions-making by the community cannot take root without anchor from a supportive system. Good leadership acknowledges that participation and community engagement bring about the best alternative solutions to pressing concerns. It is the people who are well aware of the context and situatedness of an issue as such they should partake in the local policy and decision-making processes.

In reflection of the KALAHY-CIDSS experience, there is high level of community participation as the residents are enjoined to participate in barangay assemblies to pitch-in their projects and to pool together resources from different barangays whose funds might be small alone, but when lumped together can inaugurate a public good (bridge, road, other public utilities) with optimum utility shared across barangays. This is the case with Pilar, a far-lung municipality in Bohol. Their narratives of struggles and triumphs are all ingrained among the members of the community. Pilar is a story of its people and how they had progressed as a community through the collective efforts they had forged in partnership with the LGU, DSWD FO VII, and civic organizations. The commitment of the local chief executive, Mayor Pajo and the technical assistance by its MPDO, Engr. Anania cemented Pilar's strong commitment to CDD as a development approach through enacting various local ordinances.



Pilar's case demonstrates that leadership and incentive are the primary favorable conditions for institutionalization to happen at the regional context (*Institutionalizing Collaborative Regional Governance in Organizationally Thin Regions-Regional Development Agencies and the Neglect of Social Innovations 2023*). The presence of not only one but several ordinances in the LGUs with affirmative legislative actions for CDD in the Central Visayas Region attest that, indeed, CDD institutionalization at the local level is realistic.

However, among LGUs with unfavorable political conditions towards CDD's progressive approach of heightened community participation and inclusion, the resolutions passed for its institutionalization face deterrence among local legislators or even the local chief executives (LCEs), themselves. Inabanga, Bohol is a classic example. The DSWD KALAHI-CIDSS team and community volunteers were confronted with an insurmountable challenge with the LGU's stance on CDD institutionalization. The administration is vocal in its opposition to the approach. Holding firm with its belief that the elected leaders were chosen by the constituents, they therefore have the mandate to decide and to implement projects in the communities they deem urgent and necessary.

The local situation on CDD institutionalization in Inabanga is similar to the national level. Political dynamics greatly affect the decision-making of legislators. But while the dilemma on CDD institutionalization at the national level carries more challenges and political color, the victories of a number of LGUs in the region with existing local ordinances (with a few already being implemented) either at the municipality or barangay levels still confirm the feasibility of legislating CDD locally. The dissent may be present, but it can be overtaken. For example, in the municipalities of northern Cebu in Santa Fe, Bantayan, and Madridejos, dialogues on CDD institutionalization are on-going. Bantayan has been successful with a strong leadership and administration that promote and uphold the principles of CDD. Whereas, in Santa Fe, the existence of an ordinance in favor of CDD did not set aside some fear and anxieties from the community whether said ordinance is genuinely in support of community participation and inclusion. Continuing conversations with the LGU and the community are encouraged to fully achieve the intended outcome post institutionalization.

All these circumstances demonstrate that, local leadership and governance, which give space for active participation and genuine inclusion of its constituents, are necessary conditions for CDD institutionalization. Whether in conducting a barangay assembly or making the council decide in its project prioritization and utilization of funds and resources, LGUs direct partners of communities. With a decentralized government setup, the people immediately access the LGUs when confronted with public concerns. As such, LGUs are at the crux of all kinds of crises. This gives LGUs a vantage point of testing, adapting, and perfecting strategies in addressing emerging challenges. CDD had withstood the test of time, for over two decades now. Its gains cannot be dismissed. One merely has to look at the infrastructures and social service facilities CDD has established, which continue to survive despite disasters. There are no better witnesses to what CDD has done and what it can continue to do for the communities it can serve but the community members themselves.

Furthermore, the list of local ordinances across Region VII-Central Visayas demonstrates the practicability of CDD institutionalization at the LGU level. The local chief executives as well as barangay chiefs who were able to pass an ordinance in support of the adoption of CDD in their respective LGUs are: for Cebu Bantayan, Barili, and Oslob; and for Bohol Pilar, Bien Unido, and Tubigon. They had championed exceptional public service by putting the community at the apex of development, recognizing them as active decision makers and not just mere recipients of social services. They prove that with a transparent and accountable leadership, all the good things for the community are at arm's length. Pending the approval of a national legislation in the institutionalization of the substitute senate bill, local legislation is the way to go to sustain the gains of CDD as felt by its stakeholders-by the communities and beyond. The benefits are directly observed at the LGU level in comparison with the national level. LGUs should champion CDD for the stories of victories in the communities to reach those who are seated in key positions at the capital.

## CDD LOCAL CHAMPIONS IN CENTRAL VISAYAS

The CDD Local Champions were identified by the UP CIDS LRSN Cebu Research Group for the purpose of its RTD project, Maayong Pagdumala alang sa Kalambuan (Good Governance for Development): CDD Trajectory in Central Visayas held last July 2024. The Champions are named on the basis of their advocacy and commitment as exhibited by their contributions and work, as local chief executives, barangay captains, government officials or personnel, DSWD-KALAHI CIDSS staff and volunteers, and community leaders in Region VII. They are the forerunners of CDD approach and principles in their communities. They lead by example in the institutionalization of CDD at the local level.

### ■ Wilson L. Pajo

*Position: Municipal Mayor of Pilar, Bohol*

*Profession: Engineer*



Engr. Wilson L. Pajo is the current Municipal Mayor of Pilar, Bohol with a background in civil engineering and extensive public service. A strong advocate of Community-Driven Development (CDD), Mayor Pajo became a CDD champion because of his commitment to institutionalizing participatory governance in Pilar. By securing funding from barangays, municipal

resources, and community contributions, he ensured the sustainability of CDD initiatives even without national grants. His leadership led to the successful implementation of 195 community projects worth PHP 194 million, adopting transparency, accountability, and strong local ownership.

Initiatives relevant to KALAHI-CIDSS:

- Pooling resources from all 21 barangays. Each barangay contributed PHP 75,000, combined with municipal and national funding to support community projects.
- Infrastructure Development. Implementation of key projects such as health centers, roads, and other critical infrastructure projects.
- Sustaining cdd initiatives even without national grants.
- Implementing 195 cdd projects

## ■ Joseph R. Anania

*Position: Area Coordinator of the Municipal Coordinating Team for KALAHI CIDSS*

*Profession: Civil Engineer*

*Years of Service as MCT: 18 years*



Initiatives relevant to KALAHI-CIDSS:

- Conducting informal research on CDD implementation
- Establishing a common fund.
- Prioritizing all barangays in two implementation cycles
- Institutionalizing CDD in Local Development Planning

## ■ Josefina P. Suerte

*Position: Barangay Captain of Dugo-an Sibonga, Cebu*

*Profession: Local Chief Executive (at the barangay level)*

*Years of Leadership: 22 years*



Hon. Josefina P. Suerte currently serves as the Punong Barangay of Barangay Dugo-an, Sibonga, Cebu. With a career spanning 22 years in politics, she started as Barangay Kagawad from 2001 to 2010, then elected as Barangay Captain on May 15, 2010. She also served as a board member of Liga ng mga Barangay Sibonga. As a CDD Champion, she ensures participatory, transparent, and accountable governance while implementing barangay development projects (EBDP), actively guiding community volunteers. Hon. Suerte promotes women's participation and inclusive growth throughout these initiatives.

Initiatives relevant to KALAH-CIDSS:

- Mobilizing community volunteers
- Conducting seminars and capacity-building activities
- Led efforts to improve roads, making transportation easier and reducing product spoilage
- Secured 53.20% of project costs from the DSWD, ensuring successful implementation

## ■ Nuevavilla V. Dalamerio

*Position: Head of the Barangay Development Council -  
Technical Working Group*

*Profession: Farming*

*Years of Service as a Volunteer: 13 years*



Ms. Nuevavilla V. Dalamerio is a dedicated community leader from Barangay Buenasuerte, Pilar, Bohol, whose journey with KALAH-CIDSS began in 2012 as a BRT. Over the years, she has taken on pivotal roles, serving as PPT Chairman since 2014 and currently as BDC-TWG head since 2020. Ms. Dalamerio finds profound joy in her volunteer work, directly contributing to the advancement of her community. She is particularly passionate about empowering women

in infrastructure projects, such as road construction, where she actively encourages their participation. Her unwavering commitment has been instrumental in driving progress and development within her barangay through the KALAH-CIDDS Program, a testament to her leadership and dedication to community welfare.

Initiatives Relevant to KALAH-CIDDS:

- Served as a Kalahi-CIDSS volunteer, contributing to community-driven development efforts.
- Played a key role in planning and preparing CDD sub-projects.
- Engaged in local governance and decision-making for development initiatives.
- Expanded her contributions beyond Kalahi-CIDSS by participating in agriculture-related projects.

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