What is CBMS?

The Community-Based Monitoring System (CBMS) is an organized process of data collection and processing at the local level and of integration of data in local planning, program implementation and impact monitoring. It is a system that promotes evidence-based policymaking and program implementation while empowering communities to participate in the process. It was developed in the early 1990s under the Micro Impacts of Macroeconomic Adjustment Policies (MIMAP) Project-Philippines to provide policymakers and program implementers with a good information base for tracking the impacts of macroeconomic reforms and various policy shocks. Currently, coordination on CBMS work is being handled by the PEP-CBMS Network of the Angelo King Institute for Economic and Business Studies at the De La Salle University-Manila.

What is the rationale for CBMS?

Standard poverty monitoring systems (PMS) in the Philippines generally rely on surveys such as Income-Expenditure surveys, Health surveys, Censuses, etc. However these national censuses and representative surveys:

- Are too costly to be replicated frequently;
- Are conducted at different time periods making it impossible to get a comprehensive profile of the different socio-demographic groups of interest at a specific point in time; and
- Have sampling designs that do not usually correspond to the geographical disaggregation needed by local governments.

In addition, the implementation of the decentralization policy, which devolves the delivery of basic services to local governments, creates greater demand for data at the local level.

CBMS seeks to address the existing data gaps at the local level for diagnosing the extent of poverty at the local level in determining the causes of poverty, formulating appropriate policies and program, identifying eligible beneficiaries, and assessing impact of policies and programs. It also supports the decentralization process by capacitating local government units (LGUs) to collect, analyze and use data in local planning and program implementation.
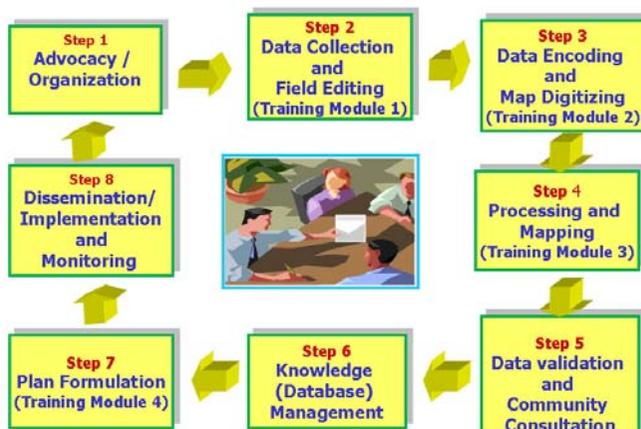
What are the key features of CBMS?

The CBMS has several features that enhance the capacity of local governments in detecting and reducing poverty, namely: (a) LGU-based while promoting community participation; (b) taps existing LGU personnel and community volunteers as monitors; (c) has a core set of indicators; (d) involves complete enumeration of all households; and (e) establishes databanks at all geopolitical levels.

How is CBMS being implemented?

Once a local government unit decides to adopt the CBMS, a number of activities (as seen in Figure 1) need to be carried out. Technical assistance is being provided for free by the CBMS Team and its partner agencies. These include the provision of technical support in the conduct of training workshops on data collection, computerized data processing, data validation, and preparation of socioeconomic profiles and development plans using CBMS data.

Computerized processing system softwares, such as the CBMS Encoding System, Statistics Simulator and the CBMS-NRDB, are also being provided for free to partner LGUs.

FIGURE 1. General Activities in CBMS

Step 1
Advocacy / Organization

Step 2
Data Collection and Field Editing
(Training Module 1)

Step 3
Data Encoding and Map Digitizing
(Training Module 2)

Step 8
Dissemination/ Implementation and Monitoring

Step 4
Processing and Mapping
(Training Module 3)

Step 7
Plan Formulation
(Training Module 4)

Step 6
Knowledge (Database) Management

Step 5
Data validation and Community Consultation

What kind of statistics/data can the CBMS generate?

Although the CBMS can generate a wide range of LGU-specific indicators, at the very minimum, there are 14 core indicators (Table 1) that are being measured to determine the welfare status of the population. These indicators capture the multidimensional aspects of poverty and have been confined to output and impact indicators.

TABLE 1. The CBMS Core Indicators

BASIC NEEDS	CORE INDICATORS	
A. Health	1	Children under 5 years old who died
	2	Women who died due to pregnancy-related causes
B. Nutrition	3	Children aged 0-5 years old who are malnourished
C. Housing	4	Households living in makeshift housing
	5	Households who are informal settlers
D. Water and Sanitation	6	Households without access to safe water supply
	7	Households without access to sanitary toilet facilities
E. Education	8	Children aged 6-12 years old who are not attending elementary school
	9	Children aged 13-16 years old who are not attending secondary school
	8-9	Children aged 6-16 years old who are not attending school
F. Income	10	Households with income below the poverty threshold
	11	Households with income below the food (subsistence) threshold
	12	Households who experienced food shortage
G. Employment	13	Persons in the labor force who are unemployed
H. Peace and Order	14	Persons who are victims of crimes

Other information that can also be generated from the CBMS are the following: migration, community/political participation and access to programs, among others.

All household level data from the CBMS can be disaggregated by purok, barangay and municipality/city while all individual level data can be disaggregated by sex.

What are the uses of CBMS data?

CBMS has a number of potential concrete uses, particularly in the areas of local governance and poverty monitoring. Specifically, data gathered from CBMS can:

- **Build the capacities of LGUs and communities**

    CBMS can be used to further nourish, if not build, the capacities of LGUs as well as members of communities in addressing the needs of their respective localities by maximizing the use of their existing resources.

- **Facilitate resource allocation**

    One the most common dilemmas among local chief executives is how to efficiently and effectively use and manage the meager financial resources of their LGU given the many competing projects and programs that need to be delivered in their localities. CBMS tries to address this issue by providing the necessary information that would reveal to decisionmakers an up-to-date development situation of communities in terms of core areas of welfare.

- **Enrich existing databases**

    CBMS can complement existing databases by providing a regular source of information on socioeconomic attributes of communities to further enrich the contents and usefulness of existing databases. A number of LGUs were able to get funding support from international organizations in the past for setting up databanks containing information on children, environment and the like. CBMS can help enrich these databases by providing a complete set of household, barangay, municipal/city and provincial level information.

- **Serve as inputs for preparation of development profiles**

    CBMS data also provide vital baseline information for the preparation of barangay, municipal/city, and provincial socioeconomic profiles, annual investment plans, land use plans, infrastructure project proposals, and other related development reports.

- **Aid the design, targeting and impact monitoring of social services and development programs**

    CBMS provides disaggregated information that reveal the community's needs based on the CBMS household survey and corresponding explanations for such deficiencies as gathered during the validation forum and supplemented by information gathered from the barangay profile questionnaire.

- **Serve as inputs in poverty mapping**

    CBMS, through poverty mapping, aids in identifying the location of municipalities, cities, barangays and even households which are in dire need of basic services. It has also been found that the local policymakers and the communities' understanding of the poverty situation in their localities was greatly facilitated by the use of maps.

- **Can be used as a tool in localizing the MDGs**

    CBMS can be used as a tool in monitoring the Millennium Development Goals (MDGs) at the local level. Through CBMS, indicators of the MDGs can be generated, providing LGUs with critical information needed in the attainment of the MDGs.

How is CBMS linked to the Rationalized Planning System (RPS)? How can the CBMS and the Local Governance Performance Management System (LGPMS) be integrated in the local planning process?

The various sets of information generated by the application of the CBMS and LGPMS all contribute to the establishment and building up of a database that can contribute to and facilitate the conduct of planning as a major function of LGUs.

The CBMS as a system has the ability to generate information on poverty at the smallest geopolitical unit. It can provide socioeconomic information at the individual and household levels that are disaggregated by barangay, municipality and province. This can be useful in the comparative analysis of data between one planning unit and another, i.e., a municipality compared with a higher and/or lower level LGU, allowing an appreciation of the differences between these areas with respect to certain indicators or attributes. The CBMS adopts either output or outcome indicators such as child morbidity rates, malnutrition rates, educational attainment and participation rate. These indicators can provide a direct, more accurate and meaningful measure of the state of local development

On the other hand, the output of the LGPMS called the State of Local Governance Report (SLGR) can serve as an important tool for local development planning since it can help in identifying issues and concerns in the LGU as well as in listing and prioritizing programs, projects, and activities that respond to the identified needs of the community. The SLGR can also serve as the "launch pad" for the preparation of the Executive and Legislative Agenda (ELA) which charts the course of the local chief executives' development efforts within their 3-year term of office (Figure 2).

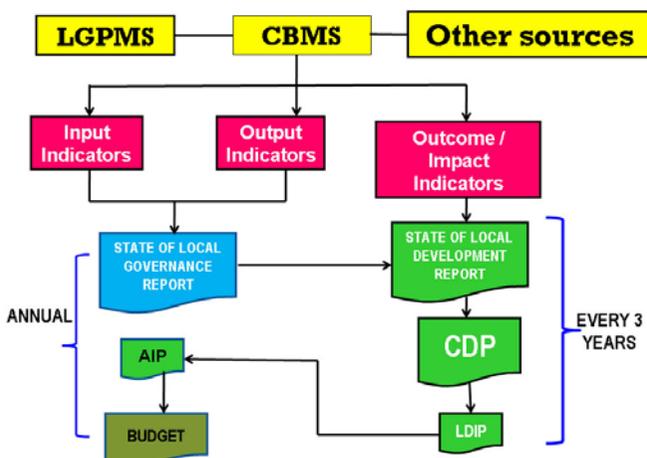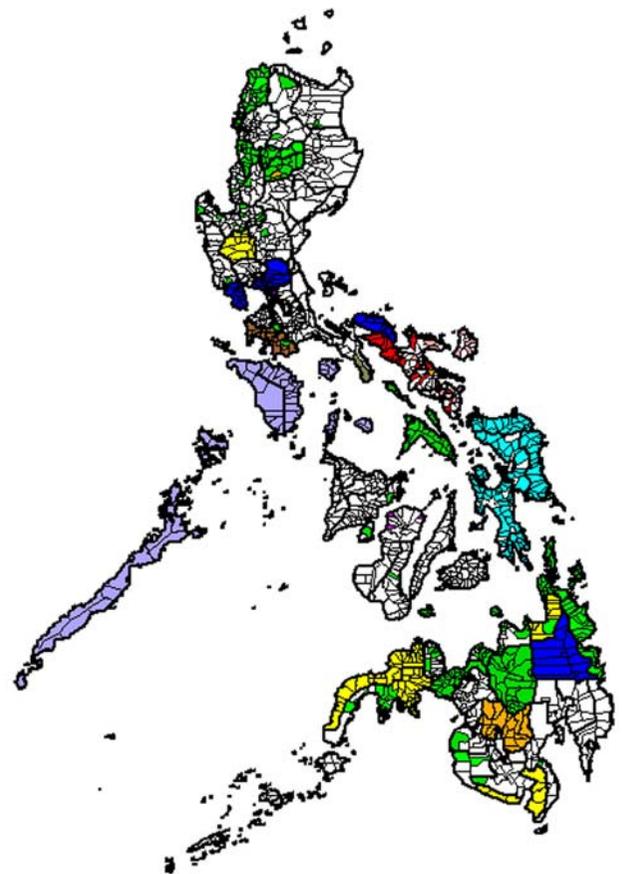**FIGURE 2.** CBMS, LGPMS and the Local Planning Process

How many LGUs in the country are currently implementing CBMS?

As of November 16, 2009, 59 provinces (31 of which are implementing the CBMS province-wide), 667 municipalities and 41 cities, covering a total of 17,244 barangays (Figure 3) have already adopted the CBMS and are at varying stages in implementing the system. The costs of implementation have been borne largely by the LGUs, indicating that they see the usefulness of the system. This bodes well for the sustainability of the system. In some cases, non-government organizations (NGOs), donor agencies and other stakeholders have contributed to the implementation.

FIGURE 3. CBMS Philippines Coverage

With Technical Assistance from:

- DILG-BLGD and CBMS Team with support from WB-ASEM
- DILG-BLGD and CBMS Team with support from UNFPA
- DILG-BLGD, DILG Regional offices and CBMS Team
- Eastern Visayas CBMS TWG and CBMS Team
- Bicol CBMS TWG and CBMS Team
- Bicol CBMS TWG and CBMS Team with support from Spanish Government
- MIMAROPA CBMS TWG and CBMS Team
- NAPC and CBMS Team with support from UNDP
- Dawn Foundation and CBMS Team
- Social Watch Philippines and CBMS Team
- SRTC, SUCs and CBMS Team
- Kagabay and CBMS Team
- SRTC, NEDA IV-A and CBMS Team
- CBMS Team

Out of Club 20
(And Into Development)*

By Ven Labro and Nitz Cablao

Eastern Samar is a province of unfathomable contradictions. Its natural bounty of lush virgin forests, world-class white beaches, good surfing sites and abundant mineral and marine resources are in stark contrast to its general state of poverty. It has awesome potential and a motivated people, yet something seems to always hold back its march to growth and prosperity.

Gov. Ben Evardone was fully aware of these contradictions when he assumed office in 2004 and took over a province so naturally endowed yet seemingly incapable of transcending the ghastly bounds of underdevelopment.

The first tough reality that struck the new governor in 2004 was Eastern Samar's membership in the Club 20 provinces – the 20 poorest provinces in the Philippines. Around the general direction of moving Eastern Samar out of Club 20 – and painstakingly pushing it into a more competitive ranking – did the new governor anchor his plans and programs for this typhoon-battered province facing the Pacific Ocean.

"My resolve on Day One was to shift paradigms, jettison orthodoxy and refuse to accept the crippling givens," says Gov. Evardone.

"When Eastern Samar broke free of the statistics that condemned provinces to Club 20 membership, it was a grand but largely incomplete victory", Gov. Evardone said. Today, Eastern Samar's poverty incidence remains high at 47.7 percent, or a total of 35,403 poor families, according to the National Statistical Coordination Board.

Trimming down the figure to acceptable levels is now the overarching agenda of Gov. Evardone. And to ensure a more accurate and systematic tracking of poor families, the province implemented in 2006 the Community- Based Monitoring System (CBMS), very much reflective of the governor's philosophy that poverty tracking should be based on science, not guesswork.

CBMS is a tool that the provincial government has been using for the proper targeting of the poor – who and where they are, what their needs are and how to best address them. These data are important in local planning and resource allocation.

The CBMS was developed under the Micro-Impacts of Macroeconomic Adjustment Policies (MIMAP)-Philippines, a research program of the International Development Research Centre (IDRC) Canada, by the CBMS Network Coordinating Team based at the Angelo King Institute for Economic and Business Studies of the De La Salle University-Manila. The CBMS software and technical support were also provided to local government units for free.

The CBMS enabled the provincial government to accomplish two things: maximize the use of the province's meager resources to fund directed pro-poor programs, and rally scores of international funding institutions to invest in pro-poor social safety net programs.

The implementation of the CBMS in Eastern Samar started in 2005 with seven pilot municipalities getting funds support from the National Anti-Poverty Commission, the Kapit-Basig Laban sa Kahirapan-Comprehensive and Integrated Delivery of Social Services (Kalahi-CIDSS) program of the Department of Social Welfare and Development, and the Institute for Democratic

Participation in Governance, an NGO promoting good governance. The CBMS pointed out where strategic investments should be made for maximum impact.

After realizing positive result from the CBMS-guided programs, 16 other municipalities took the cue from the initial implementers in the first quarter of 2006, making Eastern Samar the first province in Eastern Visayas to implement the CBMS program on a province-wide scale, according to Henry Afable, Provincial Planning and Development Officer.

But Afable admits that while the CBMS is a pathway of good intentions, its implementation was marred by a rough start. "The initial phase saw two propositions clashing, the status quo that sought investments for the usual waiting sheds and barangay halls, and the life-changing but less popular investments in human capital."

In this context and with a meager annual budget sourced mainly from the internal Revenue Allotment (IRA), Afable reveals, Gov. Evardone made the tough decision in favor of the less popular pro-poor development agenda based on investments on human capital.

The shift in the mind set and the acceptance of the CBMS did not happen overnight, however. The province had to convince local chief executives to accept CBMS as a tool for development and break down their resistance. The governor says they accomplished this by conducting a series of seminars for mayors and barangay chairmen "to sell the idea of empowering the people on good governance."

Rogelio Ida, barangay chairman and ABC Federation President of Gen. MacArthur town, who had attended a seminar on CBMS and Good Governance for LGUs, reveals that he now realizes "how our limited IRA funds should be spent, unlike before when budget allocation was based on gut-feel or our perceived problems in the barangay."

The CBMS program, says Afable, has been given a bigger budget this year, amounting to P4 million. A big portion of this has been earmarked to support other CBMS-based projects in addition to the mandatory annual aid to barangays.

"Provincial aid to the 597 barangays will only be released on condition that the requested budget will be used to fund a CBMS-based initiative. This policy has been issued by the provincial governor and provincial board last December," he adds.

What is the level of government support for CBMS?

Memorandum circulars and policy issuances have been prepared by key national government agencies supporting the use of CBMS. These include:

- **DILG Memorandum Circular 2001-105**

  Issued in August 2001, the circular enjoins all local chief executives to undertake local programs on poverty reduction and economic transformation and emphasizes the need to designate Local Poverty Reduction Action Officers (LPRAOs) and to formulate a Local Poverty Reduction Action Plan (LPRAP).

- **NAPC En Banc Resolution No. 7**

  Issued in March 2003, this resolution directs LGUs to adopt the 13 core local poverty indicators as the minimum set of community-based information for poverty diagnosis and planning at the local levels and to integrate such information in their local poverty monitoring systems and local level action plans and programs.

- **DILG Memorandum Circular 2003-92**

  Issued in April 2003, it provides policy guidelines for the adoption of the 13 core local poverty indicators for planning. The guidelines shall aid the LGUs in assessing and understanding poverty and its dimensions at the barangays, municipalities, cities and provinces, with the end view of formulating an LPRAP and implementing plans and programs to reduce poverty.

- **DILG Memorandum Circular 2004-152**

  Issued in November 2004, the circular encourages LGUs to intensify efforts in implementing programs, projects and activities toward the achievement of the MDGs.

- **NSCB Resolution No. 6, Series of 2005**

  Issued on January 24, 2005, the resolution recognizes and enjoins support to the community-based monitoring system as a tool to strengthen the statistical system at the local level. It resolves further that the NSCB Technical Staff should initiate and coordinate an advocacy program for the adoption of the CBMS by the LGUs, through the RSCCs, the technical arm of the NSCB Executive Board in the regions.

- **LMP Memorandum Circular 027-2006**

  Issued in June 2006, the circular enjoins all CBMS-implementing municipalities to adopt and sustain the use of the CBMS as a tool for local poverty diagnosis and ensure the incorporation of the MDG targets and utilization of CBMS data in the formulation of local development plans.

- **SDC Resolution No. 3, Series of 2006**

  Issued on July 19, 2006, the resolution adopts the CBMS as the prescribed monitoring tool for the generation of the Core Local Poverty Indicator Database. It further enjoins the NAPC, DILG, other government agencies and LGUs to coordinate with the CBMS Network Coordinating Team in fast-tracking the full implementation of the CBMS.

Who are the PEP-CBMS Network's partners in scaling up and institutionalizing CBMS in the country?

The CBMS Network Coordinating Team has partnered with a number of agencies to scale up the implementation of the CBMS. These include:

- Department of the Interior and Local Government (DILG) – lead agency inproviding capacity building to LGUs and other government agencies. Trainings on the CBMS Modules have been provided to selected staff of the Bureau of Local Government Development and some of their regional offices.
- National Anti-Poverty Commission (NAPC) – has been active in advocating CBMS especially in Mindanao. Selected staff have also been trained on the CBMS Modules.
- League of Municipalities of the Philippines (LMP) – lead advocates of the CBMS in the municipalities.
- National Economic and Development Authority (NEDA) – in particular, Region IV-A, has collaborated with the CBMS Team for the implementation of CBMS in sites in the CALABARZON area, specifically in selected sites in Quezon.
- Non-Government Organizations (NGOs) – the Social Watch, the Dawn Foundation and Kagabay are also actively advocating for the implementation of CBMS in their sites. On the other hand, the Peace and Equity Foundation (PEF) has been providing resources to finance poverty interventions identified through the CBMS.
- Donor agencies – development partners such as the United Nations Development Programme (UNDP), World Bank, UNFPA and UNIFEM, have also been actively supporting the implementation of the CBMS. The Spanish Agency for International Development Cooperation also supports the CBMS implementation in specific sites in Region V.

What do local chief executives, planners and other stakeholders have to say about the CBMS?

"The CBMS has always been part of my State-of-the-Province Address (SOPA) for four years now. Data and information featured in my SOPA have always been culled from the CBMS. It is in this manner that targets for each sector have been set objectively using the system."

Joel T. Reyes
Governor of the Province of Palawan

"We are blessed because the province of Siquijor became a pilot of the project survey on Community- Based Monitoring System (CBMS) which provided benchmarks and are useful in tracking local progress of the MDG initiatives. The CBMS data are satisfactory sources of information and knowledge on how much progress has been made because the indicators identified to track MDG accomplishments are also almost the same core-value indicators of the CBMS data set."

Orlando A. Fua, Jr.
Governor of the Province of Siquijor

"The Local Executives are looking forward to transforming our respective LGUs into poverty-free political units. With the aid of CBMS data, it has been easier for us to identify socio-economic projects for a particular sector of the community. With CBMS data at hand, it was very easy for us to know where to put water and sanitation projects, to identify communities where activities on malnutrition need to be focused on, and to determine other needs as pinpointed in specific areas."

Jesus O. Typoco, Jr.
Governor of the Province of Camarines Norte

"With the completed result of the first round of CBMS, we are now well-informed on the realities of where we are right now, particularly in terms of the 14 core poverty indicators. These baseline data will guide us in providing specific services where they are most needed."

Natalio F. Beltran
Governor of the Province of Romblon

"With concrete information on hand, our local planners, decision-makers, and project implementers can adopt more responsive and effective policies, programs and projects, and services to our constituents through focused targeting of resources."

Rogelio J. Espina, MD, FPOA
Governor of the Province of Biliran

"To us in Pasay, CBMS is God's blessing to the city. Summarizing the benefits that we have received because of CBMS, I can say that before CBMS, we were blind. But now, with CBMS we can see."

Wenceslao Trinidad
Mayor of Pasay City

"CBMS fills in the void of information at the local level and supplies disaggregated information that can help diagnose the poverty situation and identify appropriate interventions for targeted beneficiaries at the local level."

Madonna A. Abular
Provincial Planning and
Development Coordinator
Camarines Norte

"The LMP strongly believes in encouraging the municipalities to adopt the CBMS in order for them to have evidence-based plans, enable them to become effective implementers and service providers, and truly become responsive to the needs of the people."

Ramon N. Guico Jr.
National President
League of Municipalities (LMP)

"In our city, we have this slogan: 'AIM HIGH PASAY' but with CBMS, I should say: 'WE WILL HIT THE MARK'."

Merlita Lagmay
City Planning and Development
Coordinator, Pasay City

"After our return from a CBMS study tour to Palawan where the system had been successfully implemented, we gained understanding of the usefulness of the CBMS and realized its importance in data-based legislation."

Allan Santiago
Sangguniang Panlalawigan Member
Agusan del Sur

"The introduction of the CBMS in the municipality of Labo has been a blessing to us. We have used the minimum basic need (MBN) surveys and the Integrated Rural Accessibility Profiling (IRAP) tools before but no other system has made poverty mapping easier and more convenient to use than the CBMS tool."

Evaristo Pandi
Municipal Planning and
Development Coordinator
Labo, Camarines Norte

How can LGUs and other organizations get technical assistance from the PEP-CBMS Network Office?

The PEP-CBMS Network Office and its partners provide free technical assistance to local government units (LGUs) and other organizations in the implementation and full-scale institutionalization of a CBMS.

Interested local government units and other organizations may contact the PEP-CBMS Network Office at the following address:

PEP-CBMS Network Office
Angelo King Institute for Economic and Business Studies
De La Salle University - Manila
10th Flr. Angelo King International Center
Estrada Cor. Arellano Ave., Malate, Manila
TEL (632) 5262067; (632) 5238888 loc. 274
FAX (632) 5262067
E-MAIL reyesc@dls-csb.edu.ph;
cbms.network@gmail.com; mimap@dls-csb.edu.ph
FORUM www.cbmsphil.proboards.com
WEB-SITE www.pep-net.org

LGUs may also get direct technical assistance from the Bureau of Local Government Development (BLGD) of the DILG:

Manuel Q. Gotis, CESO III
Director, Bureau of Local Government Development
Department of the Interior and Local Government
A. Francisco Gold Condominium II
EDSA cor. Mapagmahal St, Diliman, Quezon City
TEL (632) 9299215   FAX (632) 9277852
EMAIL ldpd_blgd@yahoo.com