The Evolving Roles of CBMS in the Philippines Amidst New Challenges

Proceedings of the 2005 National Conference on CBMS
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September 28-30, 2005
Manila, Philippines

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Preface

The PEP-CBMS Network Coordinating Team of the Angelo King Institute for Economic and Business Studies (AKI) organized the 3rd National Conference on Community-Based Monitoring System on September 28-30, 2005 at the Angelo King International Center, Manila. The conference, which is a continuing venue for advocacy, was a challenge for the CBMS in the Philippines to look into possibilities of its assuming new roles such as the localization of the Millennium Development Goals, evidence-based legislation, scaling-up, gender responsive budgeting, and other new initiatives in view of recent developments.

The conference brought together more than 150 participants composed of policymakers, program implementers and other CBMS practitioners at the local and national levels to share recent developments in the implementation and use of the CBMS for planning, program design and impact monitoring, among others. It was also a showcase of how the number of CBMS-implementing LGUs has increased at a fast rate. In the first conference in 2002, Palawan was then the only LGU that was implementing CBMS. In the 2004 conference, 7 municipalities in Camarines Norte, the province of Bulacan, Pasay City in Metro Manila and Mandaue City in Cebu joined Palawan in implementing the CBMS in their respective localities. This third conference featured the provinces of Agusan del Sur and Marinduque, selected municipalities from the 4 provinces of the Eastern Visayas Region and the Science City of Muñoz as the new CBMS sites.

The conference program was divided into 12 sessions and adopted an interactive format enabling participants (invited speakers, presenters, discussants and attendees) to exchange ideas and build knowledge together as the conference progressed. The sessions were as follows:
Session 1: CBMS Amidst Changing Demands for Policymaking, Program Design and Impact Monitoring

Session 2: Evidence-Based Legislation

Session 3: Raising Awareness and Accelerating Initiatives of LGUs to Achieve the MDG Targets

Session 4: Financing Poverty Reduction

Session 5: CBMS-Based Local Development Planning

Session 6: Enhancing the LGUs’ Performance of their Key Functions

Session 7: Mobilizing Resources for CBMS

Session 8: National Repository of CBMS Database

Session 9: Facilitating Gender-Responsive Budgets through the CBMS

Session 10: CBMS-Based Poverty Mapping

Session 11: Subaybay Bata Monitoring System

Session 12: Scaling Up of CBMS Implementation

Among the principal guest speakers were Secretary Angelo Reyes of the Department of Interior and Local Government and Secretary Datu Zamzamin Ampatuan of the National Anti-Poverty Commission.

Local chief executives who presented the CBMS results in their localities and the actual and potential uses of the CBMS were: Governor Adolph Edward Plaza of Agusan del Sur; Governor Carmencita Reyes of Marinduque; Vice-Governor Ma. Mimietta Bagulaya of Leyte; Mayor Emmanuel Dairo of Veruela, Agusan del Sur; Mayor George Erroba of San Julian, Eastern Samar; Mayor Hilario Caadan of Tolosa, Leyte; Mayor Arnelito Garing of Cabugcayan, Biliran; and Mayor Wenceslao “Peewee” Trinidad of Pasay City.

Other presenters included officials and planners from CBMS sites: Agusan del Sur, Bulacan, Camarines Norte, Marinduque, Palawan, Muñoz City, Mandaue City, and Pasay City. Representatives from development partners and nongovernment organizations also shared current and future uses of the CBMS data in their project areas.
One of the highlights of the conference was the launching of the CBMS Development Grant Program. The Program, conducted in collaboration with the Peace and Equity Foundation and the United Nations Development Programme, intends to provide funds to local government units and nongovernment organizations for the implementation of programs to address development needs identified through the CBMS in particular communities.
Program

September 28, 2005

Registration

Opening Ceremony

Welcome Remarks
Dr. Ponciano Intal, Jr.
Executive Director
Angelo King Institute for Economics and Business Studies
De La Salle University

Dr. Evan Due
Senior Regional Program Specialist and MIMAP Team Leader
International Development Research Centre (IDRC)
Regional Office for Southeast and East Asia

Dr. Celia Reyes
PEP Co-Director and CBMS Network Leader

Keynote Speakers
Hon. Datu Zamzamin L. Ampatuan
Lead Convenor
National Anti Poverty Commission (NAPC)

Hon. Angelo T. Reyes
Secretary
Department of the Interior and Local Government (DILG)

Open Forum
Coffee Break

Session 1: CBMS Amidst Changing Demands for Policymaking, Program Design and Impact Monitoring

The CBMS in Agusan del Sur: In Support of its 7-Point Plan
Governor Adolph Edward Plaza
Province of Agusan del Sur

Making Things Right in Marinduque with the CBMS Help
Governor Carmencita Reyes
Province of Marinduque

CBMS as a Tool for Development for the Municipality of Veruela
Mayor Emmanuel L. Dairo
Municipality of Veruela, Agusan del Sur

A More Enlightened Decisionmaking Process in Pasay Through the CBMS
Mayor Wenceslao Trinidad
Pasay City

Reaping the Initial Benefits of the CBMS: The Case of San Julian
Mayor George Erroba
Municipality of San Julian, Eastern Samar

The Pendulum Swings in the CBMS Experience of the Municipality of Tolosa
Mayor Hilario G. Caadan
Municipality of Tolosa, Leyte

Responses
Dr. Benjie Angeles
Agricultural Development Officer
League of Provinces of the Philippines
Session 2: Evidence-Based Legislation

CBMS as a Tool for Development Legislation: The Case of the Province of Leyte
Vice-Governor Ma. Mimietta Bagulaya
Province of Leyte

Using CBMS in Data-based Legislation: The Case of Agusan Del Sur
Sangguniang Panlalawigan Member Allan Santiago
Province of Agusan del Sur

Responses
Mr. Rodolfo Vicerra
Congressional Planning and Budget Department
House of Representatives

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Session 3: Raising Awareness and Accelerating Initiatives of LGUs to Achieve the MDG Targets

MDGs in the Philippines
Dr. Zahidul Huque
UN Resident Coordinator a.i. UNFPA Country Representative

Setting Up of a CBMS Database in Support of the MDG Localization: The Case of Science City of Muñoz
Mayor Nestor L. Alvarez
Muñoz City
Represented by Eric Tubalinal
Acting City Planning and Development Coordinator

Localizing the MDGs in Pasay City
Mr. Rolando Londonio
City Cooperative Officer, Pasay City
Responses
Dir. Erlinda Capones
Social Development Staff
National Economic and Development Authority

Mr. Rene Raya
Co-Convenor
Social Watch

Open Forum

Coffee Break

Session 4: Financing Poverty Reduction

Financing Poverty Reduction: Public and Private Sector Initiatives
Dr. Celia M. Reyes
PEP Co-Director and CBMS Network Leader

CBMS-UNDP Development Grant Program: In Support of the CBMS Initiative
Ms. Fe Cabral
Program Associate
United Nations Development Programme (UNDP), Philippines

Forging Common Agenda Between Government and Nongovernment Sectors in the Fight Against Poverty
Ms. Veronica Villavicencio
Executive Director
Peace and Equity Foundation

Panibagong Paraan 2006 as Funding Source for Poverty Reduction Initiatives
Ms. Lorraine Hawkins
Human Development Coordinator
World Bank Office Manila
DBP’s Credit Programs: Sources of Funds for Poverty Intervention Projects
Mr. Ignacio C. Serrano
Senior Vice President
Fund Sourcing Unit
Development Bank of the Philippines

Open Forum

September 29, 2005

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The CBMS Experience of the Province of Bulacan
Ms. Arlene Pascual
Provincial Planning and Development Coordinator
Bulacan

Palawan’s CBMS Experience
Ms. Josephine Escaño
Research Statistics and Evaluation Division,
Provincial Planning and Development Office, Palawan

Diagnosing Poverty with CBMS: The Experience of Marinduque
Ms. Marian M. Cunanan
Special Projects Officer
Provincial Planning and Development Office, Marinduque

Responses
Mr. Valentin Guidote
President
League of Local Development Planners (LLDP)

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Mayor Arnelito S. Garing
Cabugcayan, Biliran

CBMS at the Municipal Level: The Marilao Experience
Engineer Hermenigildo Bautista
Municipal Planning and Development Coordinator
Marilao, Bulacan

Responses
Mayor Winifredo B. Oco
National Spokesperson on CBMS
League of Municipalities of the Philippines and
Municipal Mayor, Labo, Camarines Norte

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CBMS Results and Interventions in Barangay 179, Pasay City
Barangay Chairman Romeo Spano
Barangay 179, Pasay City

Enhancing Barangay Paltao’s Performance Through the CBMS
Barangay Chairman Antonio San Pedro
Barangay Paltao, Pulilan, Bulacan

Open Forum

Lunch

Session 6: Enhancing the LGUs Performance of its Key Functions through CBMS

CBMS as a Tool to Measure Good Governance
Mr. Serafin Blanco
City Administrator, Mandaue City
From Dependence-Based to Participatory Development: CBMS’ Role on Transforming Talisay
Ms. Mirian Hernandez
Municipal Planning and Development Coordinator
Talisay, Camarines Norte

Responses
Ms. Alma Infante
Chief-Policy and Monitoring Division Policy Development and Planning Bureau
Department of Social Welfare and Development (DSWD)

Assistant Secretary Dolores de Quiros- Castillo
National Anti-Poverty Commission (NAPC)

Dr. Anne Sweetser
Social Development Specialist
Asian Development Bank

Open Forum

Session 7: Mobilizing Resources for CBMS

Mobilizing Resources for CBMS: The IDPG Story
Mr. Oscar Francisco
Managing Trustee
Institute for Democratic Participation in Governance (IDPG) and Vice Chair for Basic Sector, National Anti-Poverty Commission

CBMS Helps Hit the Mark
Engineer Merlita Lagmay
City Planning and Development Coordinator
Pasay City

Open Forum
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Building a National Data Repository: Construction Through CBMS
Ms. Jasminda Asirot and Mr. Joel E. Bancolita
Database Management Specialists
PEP-CBMS Network Coordinating Team

Responses
Dr. Jose Ramon Albert
Chief, Training Division
Statistical Research Training Center (SRTC)

Mr. Jay de Quiros
Development Management Officer
National Anti-Poverty Commission

Session 9: Facilitating Gender Responsive Budgeting (GRB) Through CBMS

Facilitating Gender Responsive Budgets Through the CBMS
Ms. Celia Flor
Executive Director
Dawn Foundation, Inc.

Gender Responsive Budgeting Through the CBMS Lens
Ms. Martha Melesse
Senior Program Officer
International Development Research Center (IDRC)

Open Forum
September 30, 2005

Session 10: CBMS-Based Poverty Mapping

The Case of Poverty Mapping in Labo
Engineer Evaristo Pandi
Municipal Planning and Development Coordinator
Labo, Camarines Norte

Poverty Mapping: A Sta. Elena CBMS Experience
Engineer Bimbo Doria
Municipal Planning and Development Coordinator
Sta. Elena, Camarines Norte

Responses
Dr. Romulo A. Virola
Secretary General
National Statistical Coordination Board

Ms. Lorraine Hawkins
Human Development Coordinator
World Bank Office Manila

Open Forum

Coffee Break

Session 11: Subaybay Bata Monitoring System

Subaybay Bata Monitoring System: Building on the Existing CBMS
Ms. Lina Laigo
Executive Director
Council for the Welfare of Children
Responses
Ms. Maritess Espinosa
OIC, Civil Registration Department
National Statistics Office

Mr. Augusto Rodriguez
Information Resource Management Officer
United Nations Children’s Fund (UNICEF)

Open Forum
Scaling Up of CBMS Implementation
Dr. Rosemarie G. Edillon
Vice-President Asia Pacific Policy Center Inc. and
Member, Pashmina Group

Open Forum
Closing Remarks
Dr. Celia Reyes
PEP Co-Director and CBMS Network Leader

Lunch
The proceedings of the 2005 National Conference on CBMS is a compilation of papers and presentations delivered on September 28-30, 2005 at the Angelo King International Center, Manila. Bringing together over 150 participants representing all stakeholders involved in the implementation and scaling up of the community-based monitoring system (CBMS) in the country, the conference not only underscored the strategic importance of CBMS for planning, program design and impact monitoring but also raised the awareness of its use in localizing the Millennium Development Goals (MDGs), promoting evidence-based legislation, gender responsive budgeting, and other new initiatives as well as emerging trends and uses.

In their keynote addresses, special guests Secretary Datu Zamzamin Ampatuan, Lead Convenor of the National Anti-Poverty Commission (NAPC) and Secretary Angelo Reyes of the Department of the Interior and Local Government (DILG) highlighted the importance of the CBMS in the war against poverty. Secretary Ampatuan emphasized that the real battle against poverty is being staged at the local level and the CBMS provides the local government units (LGUs) the proper tools to win this battle. Secretary Reyes pointed out that decentralization and devolution processes give more responsibilities to LGUs, which are the frontliners in the war against poverty. The CBMS helped LGUs formulate their own localized poverty reduction action plans.
The papers and presentations of local chief executives, officials and planners of CBMS partners from local and national governments showed concrete and potential uses of the CBMS and the innovative approaches and strategies used by LGUs in implementing the CBMS. For instance, Governor Adolph Edward Plaza of Agusan del Sur, pointed to the province’s 7-Point Plan as the means for his province’s winning the war against poverty and for achieving social and economic development. He said the CBMS provides reliable, relevant and comprehensive data to support the province’s goals. He further stressed that it is this data-based approach to development planning which fuels sustainable community development.

On the other hand, the paper of Governor Joel T. Reyes of Palawan, highlighted how CBMS has helped them come up with the country’s first provincial Human Development Report (HDR). This report helps them track the outcomes of their interventions. It also highlighted the fact that the data which the governor uses in his State of the Province Address (SOPA) over the last four years were culled from the CBMS. This has likewise influenced the province’s target-setting for each development sector.

Meanwhile, Governor Carmencita Reyes of Marinduque recalled how early in her distinguished career as a civil servant, she envisioned a system that can help her identify the bottom poor at the barangay level. She expressed her appreciation that this has been addressed already in her province with the help of the CBMS.

The rest of the presentations made by Mayors Emmanuel Dairo of Veruela, Agusan del Sur, Wenceslao Trinidad of Pasay City, George Erroba of San Julian, Eastern Samar and Hilario Caadan of Tolosa, Leyte were also along these lines but at the same time called for a more vigorous support for the CBMS from national government agencies.

Aside from informing the strategic planning processes of local chief executives, CBMS data can also be used in aid of legislation. Vice Governor Ma. Mimietta Bagulaya of Leyte and Sangguniang Panlalawigan Member Allan Santiago of Agusan del Sur outlined
how the prioritization process involved in crafting the legislative agenda can be influenced by the CBMS survey results. Both claimed that while priority-setting is a careful balancing act of a wide variety of conflicting and extremely diverse interests, this process can somewhat be depoliticized if legislators are armed with CBMS data on their respective areas of jurisdiction and based on these, prioritize those policy reforms which would benefit the greater majority.

Dr. Zahidul Huque, United Nations (UN) Resident Representative a.i. United Nations Fund for Population Activities (UNFPA) Country Representative lamented the fact that regional disparities in the achievement of the Millennium Development Goals (MDGs) continue to be a challenge for the country. Nevertheless, he expressed optimism that the CBMS can provide a more accurate picture of where and what kind of intervention would be most needed. Assistant Secretary Austere Panadero of the DILG, for his part, underscored the correlation of the CBMS core indicators and the MDG targets. He stressed that armed with the CBMS data, LGUs can now formulate their local poverty reduction action plans and prioritize their local budgets for focused interventions which are being called for by the MDGs. Pasay City and the Science City of Muñoz have shown the way for other LGUs all over the country on how this can be done. They have drawn up a comprehensive and workable plan to achieve the MDGs with the CBMS as one of the key components.

After diagnosing the extent of poverty through a participatory process such as the CBMS, what are the next logical steps? Faced with this challenge, the CBMS Network Coordinating Team decided to collaborate with United Nations Development Programme (UNDP) Philippines and the Peace and Equity Foundation (PEF) in launching the CBMS Development Grant Program which will support programs and interventions that will address specific development needs identified through CBMS.

Meanwhile, the World Bank introduced its Panibagong Paraan 2006 project which can also be a source of funding for poverty-related initiatives of LGUs. On the other hand, the Development Bank of the
Philippines unveiled four of its loan facilities available to LGUs which cater to any of the following concerns: (1) infrastructure and logistics development; (2) small and medium enterprise development; (3) environmental development; and (4) social services development.

CBMS partners from Bulacan, Palawan, Biliran, Marinduque and Pasay City shared the uses and impact of the CBMS on development planning at each geopolitical level (province, municipality/city and barangay), shared best practices and lessons learned, identified complementary issues and potential cooperation topics and established workable approaches and strategies for future rounds of the CBMS implementation.

Serafin Blanco, City Administrator of Mandaue City in the Province of Cebu, shared how the CBMS has helped the City Government be more precise in the identification of development needs and in the measurement of levels of performance. In his words, “we need reliable data to be able to formulate the right approach and attain a level of responsiveness to identified priority needs, data that allow planners and managers to identify development lags and leads.”

Mirian Hernandez, Municipal Planning and Development Coordinator of Talisay, Camarines Norte recounted how administrative records of the municipality were destroyed in the fire in 2003 and how gathering of new information through CBMS became the only recourse for their LGU. She said that the most significant role played by the CBMS in the development planning process was in finalizing the municipality’s 3-year Executive Legislative Agenda (ELA). She stressed how the CBMS results influenced the determination of the mission, vision, objectives, development goals and strategic direction of their municipality.

Two presentations provided interesting accounts of the various innovative approaches and strategies employed by CBMS partners in mustering support as well as in mobilizing human, financial and physical resources for the implementation of CBMS. Mr. Oscar Francisco, Managing Trustee of the Institute for Democratic Participation and Governance (IDPG) based in Eastern Visayas and
Vice-Chair for the Basic Sector of NAPC, offered practical tips on how to “romance” the donors. He said that LGUs should not be daunted by the seemingly herculean task of implementing CBMS but instead use the paradigm of the multiplication of loaves of bread and fishes.

Engineer Merlita Lagmay, City Planning and Development Coordinator of Pasay City, recounted how they pooled resources from different offices so that the CBMS could be implemented in their city. Their experience shows that LGUs have various tools at their disposal to successfully implement a project and that it only takes political will to spell the difference.

With the increasing number of LGUs that are implementing the CBMS, data are now already available for consolidation on a nationwide scale. This will be the role of the national repository. It is envisioned to help facilitate data sharing across government departments, private sector, civil society, donor agencies and other relevant stakeholders in strengthening evidence-based planning and monitoring as well as in the alignment of their interventions with national priorities. Specifically, it is expected to facilitate the access and use of the integrated CBMS database by national entities in their advocacy work with key decisionmakers and to effectively support government and non-government funding sources. The paper of Reyes, Asirot and Bancolita outlined how this shall be operationalized – from the identification of the software as well as the institution that will house the national repository, collection of CBMS data from the local government units; training of partner national government agencies that will house the repository; and provision of ongoing support.

One of the emerging uses of the CBMS is in facilitating Gender-Responsive Budgets (GRB). The paper of Debbie Budlender, Celia Reyes and Martha Melesse explores this innovation and shows where CBMS and GRB initiatives converge and complement each other. On the one hand, it points out that both serve as guideposts for government targeting and prioritizing of the poor and other vulnerable
sectors of society. On the other hand, both are also centrally concerned with policymaking. It also notes that the standard CBMS data already provide valuable input for GRBs (e.g., sex-disaggregated analysis of the situation of local people in terms of such aspects as education and economic activity and situation analysis of accessibility of services such as sanitation, nutrition and health). The potential of the existing instrument to support local level GRB work can be further enhanced.

The paper outlines some preliminary suggestions on how this can be done. First, to promote GRB, the LGU should ensure that the women’s sector is sufficiently represented in the CBMS validation process. Second, beyond simple sex-disaggregation, the standard CBMS questionnaires should provide further possibilities in terms of issues that are likely to be important in gender roles and relations. Third, more innovative ways should be found in disseminating the CBMS data in different formats to make them accessible to as broad a range of local people as possible.

Celia Flor of Development Active Women’s Network (DAWN) Foundation agreed with these recommendations. She said that facilitating gender-responsive budgets through CBMS can be done through adaptations in processes, actors and indicators. For example, the CBMS steps could be enhanced through gender sensitization of key partners and stakeholders. On the other hand, data collection could also be enhanced through focus group discussions, etc. She further recommended gender-related indicators which are not yet included in the core CBMS questionnaire.

One of the emerging uses of the CBMS is for poverty mapping. The papers of Evaristo Pandi and Bimbo Doria, Municipal Planning and Development Coordinators of Sta. Elena and Labo in Camarines Norte, respectively, explained how the CBMS can be used for this purpose. They described how the CBMS data served as vital inputs in their poverty mapping exercises and thus helped them realistically depict the welfare situation of their communities which were appreciated not only by local policymakers but by their constituents.
as well. They also highlighted that these CBMS-based poverty maps helped in the design and targeting of poverty reduction interventions.

Also unveiled during the conference was the proposed Subaybay-Bata Monitoring System (SBMS) being supported by Plan Philippines, UNICEF, and the Council on the Welfare of Children. The SBMS is envisioned to translate the country’s vision for Filipino children into concrete measurable indicators. Its implementation at the micro level will be building on the existing CBMS that is already in place in some of the LGUs.

Dr. Rosemarie Edillon of the Asia Pacific Policy Center, Inc. presented a proposal prepared by the Pashmina Group, a multistakeholder network composed of representatives of national government agencies, research institutions and business community, to scale up poverty reduction efforts in the country. The group plans to implement CBMS in 12 provinces over a 10-month period. The proposed project shall also highlight best practices in CBMS-based planning.
Welcome Remarks

CBMS and Good Local Leadership Spell Innovation

Ponciano Intal, Jr.*

First of all, I would like to thank you for joining us in this 3rd national conference on CBMS. This is a continuing celebration of partnerships as well as of rising good news.

What do I mean by “rising good news”? Well, in the first CBMS national conference held in Puerto Princesa City in Palawan, what struck me most was the statement of Palawan Governor Joel Reyes when he said that the CBMS enabled him to say no. I guess what he meant was that he was able to say no without alienating his supporters.

Then in the second conference last year, what struck me most was the case of the municipality of Sta. Elena in Camarines Norte wherein it used the CBMS to map the whole municipality. Another case was one LGU was able to get funding by utilizing the CBMS results as inputs in their proposals.

Why am I highlighting these? Essentially because what they say is that good information, when in tandem with a passion for the welfare of people, reads innovation. This is most palpable at the local level.

At the same time, I believe that the CBMS becomes more useful if supported and accompanied by good local leadership. And good

* Executive Director, Angelo King Institute for Economic and Business Studies, De La Salle University-Manila.
leadership comes aplenty at the local level. The good performance of many of our local leaders had more or less provided an important basis for stability in the Philippines despite all the political noise in Manila and the national leadership in recent months.

Manila’s media response to the “Kilos Asenso Program” is indicative to some extent of this particular atmosphere here in Manila. One newspaper headline for instance reads that PhP5 billion is put in as pork. In reality, however, one should see this PhP5 billion funding for the “Kilos Asenso” as co-financing of the national government to local government units (LGUs) which could indeed be considered as catalysts for development. In this sense, it really spells innovation. And the funding for this project will go a long way in helping LGUs, together with the communities, determine programs and projects for their own good.

This is essentially the concept of “bayanihan” as recreated from the projects and programs during President Ramon Magsaysay’s period. The CBMS’ role here is to provide the information base for effecting the allocation of these resources. The Angelo King Institute is partly supporting the CBMS as an innovation and is likewise facilitating the “Kilos Asenso Program” movement of the government. The Institute is also quietly supporting the realignment and reshaping of the Philippine Chamber of Commerce and Industry (PCCI) to make it an effective tool not just for lobbying but also for facilitating good policy reforms and development. Together, the Angelo King Institute and the PCCI, with initial concept and support from the International Development Research Centre (IDRC), are developing local production networks where the questions of linking with LGUs and bringing in the local and national business leaders come in.

Finally, as I said, the rising good news in this country is that local leadership serves as a critical anchor for national development and political stability. In fulfilling such role, the LGUs are supported by a good database system that leads to a deepening of information at the local level. And the CBMS is there as facilitator of the good
news as it provides this important system. I am glad therefore that you, as implementers of the CBMS in your respective areas, are here and part of this rising good news and series of innovations in the country.
Welcome Remarks

IDRC and CBMS: Working in Tandem for Local Development

Evan Due*

It is really a great honor to be here. It is my second CBMS national conference and I am truly impressed with what is going on.

On behalf of the International Development Research Centre (IDRC), I welcome you to this conference.

This program is truly a partnership between the IDRC and the various institutions and entities at the local, national, and regional levels.

The IDRC has a mandate to support and finance development research in developing countries and support capacity development for research throughout the world. But unlike councils which are for academic research purposes, the IDRC strives to see that the research has policy orientation that enhances the welfare of a nation, particularly the poor. It also builds partnerships through networks such as the CBMS Network. At present, for example, the CBMS Network extends globally into 15 countries but its beginnings have their roots here in the Philippines where the IDRC first started supporting the concept of the community-based monitoring system or CBMS.

Why did the IDRC decide to support the CBMS? The idea started originally in the early 1990s here in the Philippines. It was under a

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larger umbrella that was engaged in looking at issues on poverty, in particular the economics and analysis of poverty. CBMS was one of those particular components that has grown up on its own and has made a tremendous impact globally. It is one of the flagship programs of the IDRC.

Thanks to the leadership of the Angelo King Institute with Dr. Celia Reyes and Dr. Ponciano Intal, the CBMS Network is a leader not just in publications but certainly in other types of programs on poverty analysis.

The CBMS is significant in terms of its methodologies for tracking poverty outcomes, a task typically assigned to the Department of Census and Planning. CBMS methodologies involve communities, a hallmark indeed of development. They involve partnerships with local governments and communities that have championed the CBMS concept. I take my hat off to the governors and mayors present here because they are stalwarts and champions of the CBMS internationally.

The CBMS is also an important tool for monitoring the Millennium Development Goals (MDGs) which local governments are committed to attain. The process goes beyond the traditional monitoring techniques and involves the provision and monitoring of excellent data for international and national planning in order to achieve the MDGs.

More important, the CBMS is being used by local governments and communities as an instrument to better plan for development programs. In this sense, the building up of knowledge becomes an empowering instrument for the people at the local level in a decentralized context.

On this positive note, I therefore reiterate my thanks to all of you on behalf of the IDRC, for your work on the CBMS.
Welcome Remarks

Sharing Latest Developments and New Initiatives of the CBMS

Celia Reyes*

On behalf of the CBMS Network Coordinating Team, I welcome you to this Third National Conference on CBMS. This conference aims to bring together policymakers, program implementers and other CBMS practitioners at the local and national levels to share recent developments on the implementation and use of the CBMS for development planning, program implementation and impact monitoring.

We are honored to have with us today distinguished leaders from the national and local governments, development partners and nongovernment organizations (NGOs) in the country. We also have the Department of the Interior and Local Government (DILG) Secretary Honorable Angelo Reyes and Lead-Convenor of the National Anti-Poverty Commission (NAPC), the Honorable Datu Zamzamin Ampatuan, here today. Together with the National Economic and Development Authority (NEDA) and the Department of Social Welfare and Development (DSWD), both have been in the forefront in the fight against poverty.

While our national agencies provide the framework, policy guidelines and strategies to fight against poverty, the local government units (LGUs) on the other hand, carry out these programs. Thus, we

* PEP Co-Director and CBMS Network Leader.
are eager to hear how our local chief executives are carrying out their poverty reduction programs with the help of the CBMS. We therefore welcome our old and new CBMS partners and look forward to listening to their respective stories.

For those who are not familiar with the CBMS, let me give you a little background. We developed this monitoring system in 1994 and pilot tested it in 1995 and 1996 in 2 barangays in the Municipality of Pandi in Bulacan. The system was further refined in 1998 when we did another survey in these two barangays to look at the impact of the 1997 Asian financial crisis. In 1999, the province of Palawan adopted it provincewide. Today, it is being implemented in 12 provinces, with some doing it provincewide and others in selected municipalities that cover more than 2000 barangays.

During this 3-day conference, we will not only be hearing about the experiences of the LGUs in their use of the CBMS in development planning, poverty mapping and localization of the Millennium Development Goals (MDGs) but we will also be presenting new initiatives of the CBMS Network.

One of these new initiatives is the national repository wherein we are trying to consolidate all the data being collected by the LGUs so that they can be used by national government agencies (NGAs), development partners and NGOs. While the CBMS is primarily for local government units, it can also be used by national government agencies.

Another new initiative would be the local level gender responsive budgeting program which will enhance the CBMS design to facilitate formulation of plans and budgets that would address gender issues.

But why do we need the CBMS? After all, we already have a lot of surveys going on. Well primarily because we want to identify who and where the poor are. We want to know why they are poor and what is needed to lift them out of poverty. The CBMS is not intended to substitute for the Family Income and Expenditures Survey (FIES) nor the Annual Poverty Indicator Survey (APIS). Instead, it is intended to complement the statistics being generated by the National Statistics
Office (NSO) and the National Statistical Coordination Board (NSCB) whose statistics generated are available only up to the regional and, at most, provincial levels.

The CBMS is not only a data collection tool. It is also a system that aims at galvanizing us into action to reduce, if not totally eradicate, poverty. The data will allow us to formulate appropriate interventions to facilitate the targeting of assistance to those who need it most. CBMS will make it possible to have geographic targeting even at the barangay level to identify the poorest barangays. Moreover, we can also identify the poor households and individuals. And after the extent of poverty in the community is diagnosed, the appropriate interventions can then be formulated.

Resources, however, are necessary to implement the programs and projects that would serve as interventions. As such, this afternoon, we will be launching the CBMS Development Grant Program that is intended to assist LGUs, NGOs, peoples organizations (POs) and communities to implement projects to reduce poverty. We have partnered with the Peace and Equity Foundation (PEF) headed by Ms. Veronica Villavicencio and the United Nations Development Programme (UNDP) on the development of this grant. At the same time, we are also discussing with other development partners, including the World Bank, on how we could partner with them so that the LGUs can mobilize resources to address their poverty situations.

These efforts would not have been possible without the continued support of the International Development Research Centre (IDRC) represented here today by Dr. Evan Due of the IDRC East Asia Regional Office in Singapore and by Ms. Martha Melesse from the IDRC headquarters in Ottawa, Canada.

Finally, if we will be able to institutionalize evidence-based decisionmaking, we will become more successful in our fight against poverty. On this note, therefore, I look forward to seeing all of you achieve the MDG target of halving extreme poverty by 2015. And I assure you that the CBMS will be your partner all the way through.
Keynote Address

Addressing the War Against Poverty at the Frontline – the Local Level

Hon. Datu Zamzamin Ampatuan*

This gathering today is very significant because it is an inspiring event that looks at the prospects of our efforts to reduce poverty. It is a milestone wherein we can celebrate our collective effort in poverty reduction and human development, especially in poverty-stricken communities.

As we all know, President Gloria Macapagal-Arroyo has recently reaffirmed our country’s commitment in the plenary session of the United Nations (UN) to reduce extreme poverty in half by 2015. This is indeed a tough commitment for the President to make given the many problems that we face like inflation, limitation in terms of government resources, corruption, political destabilization, and oil price increase. Definitely, then, we have to consolidate our efforts.

At this moment, we have to define our next steps. There are high stakes in this effort and the challenges are daunting not only for the national government but much more so for the local leadership. We have to respond with a sense of urgency because the problem of poverty is an urgent concern.

In this sense, this conference is indeed timely because it represents the convergence of ideas and a renewed sense of purpose. Hopefully, this conference will provide answers to how we can move

* Lead Convenor, National Anti-Poverty Commission.
forward with decisive action and direction to achieve our goals to reduce poverty.

We are all aware that the world’s governments, including the Philippines, have just concluded the Millennium Plus Five Summit in New York. Once again, the global community forms a commitment to succeed in achieving the Millennium Development Goals (MDGs). So this year, as the UN is consolidating its own efforts, we have to play our part to localize what the UN is trying to define in order to address poverty.

The primary challenge for us is how to get to the battlefront and fully address the war against poverty. We have to translate our commitments into specifics and have to define our roles. Many say that poverty is multidimensional and complex. This complexity exists because we are trying to tackle it at the macro level and have not really gotten at the micro level. We have not, in other words, gone to the battlefield yet. We always say that we want to set ourselves up for this great challenge; yet looking closely, there are key partners in this battle whom we have not tapped at the moment. Even at the national level, we are trying to do some theoretical approach to the problem. But we have to understand that there are local realities that we have to contend with.

This is where the community-based monitoring system (CBMS) efforts come in. The CBMS data are actually locally generated data that should be locally utilized. There is a misconception that when we do have data, we have to deliver them to the central office which determines how the data must be utilized. In reality, however, the data should be utilized and analyzed locally because they actually reveal problems and gaps in local communities. Thus, I look at the CBMS as an early warning device that tells us that there are dangers in the community which may possibly plunge it into much deeper poverty.

CBMS is also a sharpening tool. It is something that one can use to have a deeper perspective of the challenges that one has to face in terms of addressing poverty. It is something that generates self-help
initiatives rather than dependency because it encourages us to make the most of the data that we have gathered.

I cannot therefore overemphasize the important role of having an effective data and monitoring system for the local leader. You – the local leaders who are here – are the driving force of your respective local governments and communities. You can help transform your communities and stage a poverty reduction program there.

Finally, let me conclude by saying that much indeed is expected from all of us. “Do more with the least resources” is the defining element of efficiency. We can always think of bigger things that our national government wants to do. But the best thing is that you can do it locally to address the problems that are given. We have this rare opportunity to serve our people in our respective local capacities. Let us thus win this war by winning the many small battles involved.
This conference is a good venue to pursue issues, share recent developments, and replicate successes in the implementation and use of the community-based monitoring system (CBMS) for anti-poverty planning and program design and impact monitoring. I hope this gathering will further galvanize the commitment and cooperation among stakeholders in poverty reduction.

Let me focus on three points this morning. First, I want to submit my firm statements, observations, and concerns on poverty. Second, I wish to talk about the phenomenon of having the whole range of LGUs fighting against poverty, the need for timely and relevant data relating to poverty and the DILG’s responses. And third, I want to conclude with a challenge for all of us.

The word poverty means different things to different people. Economists define poverty as the level of income below the estimated cost of living at the subsistence level. For economists, the face of poverty in the country is 32 million Filipinos or 40 percent of the total population that are living below an income of $2 dollars a day.

For our leaders and policymakers, poverty refers more to the chain that pulls our country down even as it is supposed to be poised
for an economic take off. For the ambulant vendors who sell knickknacks on the street, the farmer who is supporting a growing family of 6 in the barrios and many others who constitute the 15.5 percent of Filipinos who described themselves as having experienced hunger or have nothing to eat at least once a day in the past three months, poverty is the anticipation of when the next meal will be.

For the primary and secondary teachers, poverty means another student dropping out to help augment the family’s income. For some local law enforcers, poverty is the culprit behind the ballooning incidence of street crimes, petty and index crimes. For our brothers in the Armed Forces, poverty is the root cause of terrorism and insurgency. For our brethren who belongs to civic groups, poverty is equated with extreme injustice.

While all of these definitions give a negative connotation, for the visionary economist and special advisor to UN Secretary General Kofi Annan, the famous Dr. Jeffrey Sachs, poverty is an opportunity and our lasting legacy in world history. He spoke about the end of poverty and how we can manage extreme poverty in our generation. We should therefore all echo Jeffrey Sachs’ optimism on poverty and also believe that we can resolve and end poverty within our own lifetime. And when I became the secretary of the DILG more than a year ago, it became clear to me that the best answer to eradicating poverty lies in our local governments and the community.

The passage of the Local Government Code (LGC) in October 1991 devolved the primary responsibility of the provision of social services to the LGUs. Through the LGC, internal revenue allotments (IRAs) are given by the national government to LGUs for the use, to deliver and finance selected government services. The Code has devolved to the LGUs the responsibility for the delivery of various social services and public goods that were previously under the domain of the national government such as the promotion of health, infrastructure for education and related social services, ecological balance and economic prosperity.
At the same time, Republic Act 8245 mandates LGUs to implement anti-poverty programs and grants them the frontline role in the fight against poverty.

The very essence of this mantelpiece regulation is that LGUs are given more autonomy to craft and pursue their own development. This recognizes the fact that LGUs have a comparative advantage over national government authority since they are closer to the intended beneficiaries. This proximity allows them a clearer reading of people's needs and therefore a more focused targeting of interventions.

LGUs also have more knowledge of the gaps in development in their respective jurisdictions and the resources being tapped to address these problems. However, given the primary concern on poverty, there is a need to guide the LGUs to sift through the different dimensions of poverty, analyze data, respond to data gaps, identify solutions and mobilize resources for poverty reduction.

The starting point in filling in the data gaps is to have an informed analysis of the poverty situation. Without accurate, timely and comprehensive information of the overall picture of poverty that is available at the localized setting, resources for poverty reduction may not reach the intended beneficiaries or, worst, may go to waste.

In view of this, the DILG issued circular policy guidelines for the adoption of core local poverty indicators for planning. The guidelines aid LGUs in assessing and understanding poverty and its dimensions, starting at the barangays up to the municipalities/cities and provinces, and in formulating their local poverty reduction action plans and implementing such plans and programs to reduce poverty.

In light of our commitment to localize the Millennium Development Goals (MDGs), the indicators have now become 13 plus 1 to include maternal mortality. Consequently, a circular was again issued by the DILG directing the LGUs to conduct a local monitoring system to oversee and diagnose the major extent of poverty, using these core indicators, and to be able to determine the appropriate interventions and focused targeting.
In this regard, the Department is lucky to have partnered with the CBMS Network which continues to help us scale up our poverty reduction efforts. We have adopted the CBMS in our data collection system to ensure that household data are collected, processed and analyzed accurately to help our LGUs formulate their own localized poverty reduction action programs.

Under the World Bank-Asia Europe Meeting (WB-ASEM), we are able to use the CBMS module in three pilot provinces, namely: Marinduque, Camiguin and Masbate. At present, we are responding to requests for technical assistance on poverty diagnosis and planning from the Science City of Muñoz and Tanauan City in Batangas. These are on top of the technical assistance that we are extending to the regions that are localizing the MDGs using the Core Local Poverty Indicators Monitoring System (CLPIMS) as the MDG benchmarking and monitoring tool.

On the whole, the challenge that confronts us is, as Jeffrey Sachs emphasizes, to end poverty. Government, however, cannot do it alone.

We therefore continue to appeal to the sectoral agencies, the NGOs, the private sector and other institutions to support LGU initiatives on poverty eradication. LGU capabilities have to be strengthened to enable them to effectively deliver the basic services. While eradicating poverty remains to be a national problem, the decentralization and devolution processes transferred greater responsibility to the LGUs to implement the policies and programs. We have therefore to work together to see to it that the LGUs will be able to do them.

Poverty has many dimensions, many faces and may mean many things to many people. Nonetheless, what is important is to know that poverty is a condition that must be ended with community action, whether in terms of measuring, monitoring or implementing anti-poverty programs. The important thing is that everyone does his or her part, however small.

We have an opportunity to end poverty in our time. The best thing to do is to grab that opportunity.
On a parting note, let me quote from former President John F. Kennedy: “Let no one be discouraged by the belief that there is nothing one man can do against the enormous array of the world’s events. You will have the greatness to bend history itself and each of us can work to change a small portion of the events.”

In addition, I would like to leave with you these words that have motivated me during most of my life: “Do more than just belong, participate. Do more than just care, help. Do more than just believe, practice. And do more than just dream, work.” Good day and thank you very much!
Session 1

CBMS Amidst Changing Demands for Policymaking, Program Design and Impact Monitoring
The CBMS in Agusan del Sur: In Support of its 7-Point Plan

Adolph Edward Plaza*

Agusan literally means “where the water flows”, after the great Agusan River which runs the length of a rich basin hemmed by high and rugged mountains and which occupies the whole of Agusan del Sur. Almost 76 percent of the land is classified as forest area while approximately 24 percent is classified as alienable and disposable land. With an estimated population of some 600,000, the major economic activity is in the agro-forestry sector, with agriculture providing the main source of income for some 65 percent of the labor force.

The province ranks high in terms of poverty incidence and most affected are those who are still largely dependent on natural resources to make a living—farmers, fishers, forest users, and indigenous communities. One of the key concerns is that in a large land area rich in natural resources, many people, especially in rural areas, remain poor.

7-point plan: winning the war against poverty

Raising the welfare condition of the Agusanons, especially those in the grip of poverty, is a priority for our province. The cornerstone of the provincial government is the improvement of the quality of life
of Agusanons through effective, transparent and participatory governance. The 7-point plan of Agusan del Sur encapsulates the means to achieve this.

What is this 7-point plan and why do we see the community-based monitoring system (CBMS) as having such importance in relation to this plan?

The 7-point development plan of Agusan del Sur (Table 1) has evolved as a basis for winning the war against poverty and for social and economic development in the province. It is guided by the following principles: an economic philosophy of free enterprise; a modernized agricultural sector founded on social equity; a social bias toward the disadvantaged; and the raising of moral standards in government and society.

Why CBMS in Agusan del Sur?

When the provincial government conducted a major strategic planning exercise in 2004, an agreement was reached to adopt a ‘Convergence Development Strategy’ for future interventions and to work toward an integrative approach to development.

This was seen as essential for an efficient and effective governance and fundamental approach in the execution of our 7-point plan. For this approach, we acknowledged the need for reliable, relevant and comprehensive data to support our strategy. We also recognized the need to have a baseline profile of our current situation and a means to regularly update this baseline. We wanted a monitoring system that would provide us with the data we need.

When the decision was taken to adopt the CBMS late last year, it was clear that the characteristics of the system fitted our requirements and that it would support our 7-point plan. Not only would the 7 themes be addressed by the CBMS but the holistic nature of the CBMS would also match our own integrative approach. For it has long been recognized that the 7 themes addressed in the development plan are intimately linked, and none can be taken in isolation. For how can we have economic development if we cannot improve our education
Table 1. The 7-point plan of the Provincial Government of Agusan del Sur

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<th>Area</th>
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| 1. Peace and Order                        | - Reduction and prevention of all forms of violence and criminality.  
- Strengthening of the judicial institutions.                                                                                               |
| 2. Economic Development                   | - Attraction of investment opportunities, generation of employment through alternative livelihood support program, capacity building and strengthening, institutional development.  
- Focus on making Agusan del Sur the food basket of Mindanao.  
- Lifting of agricultural productivity levels.                                                                                             |
| 3. Health and Sanitation                  | - Preventive health care.  
- Bringing of health services down to the doorstep of every Agusanon.  
- Strengthening of community and provincial health facilities.                                                                              |
| 4. Education                              | - Strengthening of educational institutions at all levels.  
- Improvement of scholarship programs.                                                                                                        |
| 5. Social, Cultural and Tourism Development| - Preservation of the cultural heritage of the indigenous peoples of Agusan del Sur.  
- Strengthening of campaigns against threats to social order (e.g., drug trafficking).                                                      |
- Promotion of the family as a basic institution, and of family values and strengthening of civil society.                                                                                      |
| 7. Ecological and Environmental Protection | - Maintenance of forest cover (60 percent).  
- Regulation of mining, waste disposal, control of extraction of natural resources so as to protect natural resource assets for future generations.                                                   |
and health systems, for example? And without peace and order, there
can be no economic development, and so on.

In the same way, the CBMS is holistic: the data support an
integrative approach to planning and policy development, having
multidimensional aspects, and the indicators which are generated
reveal their richness and value when combined as aspects of a
collective picture.

Additionally, the system is both participatory and evidence-
based, crucial to our thrust of ensuring effective, transparent and
participatory governance.

In terms of the core CBMS indicators, the provincial government
envisions all to be directly relevant to the development of programs
and policies under our 7-point plan.

In particular, where the overall aim is the reduction of inequalities
in access to basic services, three key components of our 7-point plan,
namely, health and sanitation, education, and peace and order, will
be directly informed by closely related core CBMS indicators.

Some areas of the 7-point plan are not so obviously correlated
with the CBMS indicators but this is where the combination of outputs
will give us the information we need.

For example, in the broad area of Economic Development, we
see that CBMS indicators, when combined together, can yield essential
data to support investment decisions. CBMS yields essential
demographic data to support decisions on location and type of future
investments, and pinpoints economic and entrepreneurial activities
of householders. It also provides comprehensive information on
human resource capacities and will help us identify capacity building
programs that would generate the necessary skills to maximize future
opportunities. Furthermore, CBMS will help us to streamline
investment strategies toward a more unified and integrated approach
that will take into consideration all aspects of the human condition.

In Agusan del Sur, we have a particularly rich and interwoven
community of indigenous cultures. Under our Social, Cultural and
Tourism Development theme in our 7-point Plan, we see the utilization
of CBMS data on the welfare condition of our indigenous people as an important benchmark in the protection and preservation of our heritage communities, which form such a unique aspect of culture in our province.

In the area of Ecological and Environmental Protection, we made use of the flexibility of the CBMS by incorporating additional indicators associated with agro-forestry activities. Additionally, we are in the process of developing a natural resource management information system that will be integrated with our core CBMS system. By establishing the link between welfare status and natural resources, we hope that the CBMS will facilitate effective resource planning to ensure that natural resources are positively employed while at the same time helping the poor secure a sustainable livelihood to uplift their welfare condition.

But the value of the CBMS goes beyond data. We also see it as a tool for improving the process of governance itself. In our thrust for Moral and Spiritual Renewal, the mechanisms incorporated in the implementation of the CBMS will imbue a culture of accountability such that our local officials will be forced to work with integrity when they are held accountable for the impact of the decisions on the communities they serve.

In the broadest sense, the 7-point plan is a long-term road map addressing the causes of poverty and leading to long-term socio-economic improvement. The information from the CBMS will help us better understand the causes and consequences of poverty.

**But what of the short-term problems?**
The immediate concern is to reduce the depth and severity of poverty in Agusan del Sur. By utilizing information provided by the CBMS, we will be able to identify programs that target the poorest of the poor. We can identify their location and we will be able to target specific interventions to cater primarily to beneficiaries found in these locations.
While utilizing the outputs for tackling the immediate problems, we intend to use the experiences to help us identify our successful program approaches so that we can establish which program approaches deliver the fastest contribution to poverty reduction. The CBMS outputs will be used to inform various planning and policy development processes at each of the geo-political levels, from barangay to municipal to provincial levels.

The prioritization of existing programs and projects can also be done through the CBMS. Overlapping projects can be consolidated to reduce redundancy and save costs and effort. In essence, a pragmatic and integrated approach to development in Agusan del Sur will be strengthened through the utilization of the CBMS outputs.

**How did we implement the CBMS?**

The vision for a CBMS project in the Province of Agusan del Sur was first put forward in August 2004 when a team of provincial government officials visited the Planning and Development Office of the Province of Palawan. There was a unanimous vote of confidence in the system.

Soon afterwards, I issued two executive orders: (1) institutionalizing the system; and (2) creating a CBMS project team under the Provincial Planning and Development Office.

The project was simultaneously implemented in the 14 component municipalities of the province, and formally commenced at the beginning of 2005 following the signing of a partnership agreement with the CBMS Network Coordinating Team.

The first major activity was a provincewide drive to promote the system and to advocate the benefits to the Municipal Local Chief Executives. Working arrangements for the implementation were formalized through Memoranda of Agreement between my office and the Municipal Mayors. Subsequently, CBMS technical working groups were created at the municipal and barangay levels. Collaboration at the community level was also secured.
Technical collaboration among the CBMS Network Coordinating Team, the provincial CBMS team, the municipal LGUs and related agencies started in January 2005 with the design of the survey instruments and the determination of additional indicators.

Aside from the core poverty monitoring indicators which focus on the standard socio-economic status of households, additional indicators were also incorporated in the household questionnaire that were deemed relevant to our agro-forested communities and that were also easy to collect. Thus, indicators focusing on agro-forestry and fishing activities of households were included. Ditto with natural resource land management at the barangay level.

An extended household questionnaire was developed to allow for these additional indicators. Additional resources were likewise committed to cope with the extra workload involved in conducting the survey. As a result, and in close consultation with our Municipal CBMS teams, the number of enumerators was expanded and the planned training sessions extended.

With the guidance of the CBMS Network Coordinating Team, the survey questionnaires were finalized and field-tested. Their subsequent involvement in the capacity building of municipal officers through a 4-day “Training of Trainors” program in March proved invaluable.

As a result, these municipal officers were able to train almost 2,000 enumerators throughout the province during the months of April and May.

At the onset of the survey, which immediately followed the enumerators’ training, an information dissemination campaign was conducted. Announcements were relayed through local radio at regular intervals during the survey to solicit the cooperation of the households in the province.

Recognizing that a provincewide implementation requires total commitment from the highest levels of local government, my office continuously monitored the CBMS activities, with regular feedback
through the Sangguniang Panlalawigan and weekly reporting from the Provincial CBMS project team.

At the same time, commitment from the communities was seen as critical to the success of the survey. It became clear that common problems arising during the survey could be resolved most effectively and quickly when there was active support from the community. Best practices were observed where there were pro-active and highly organized Barangay CBMS teams, supported by an equally effective Municipal CBMS teams.

Acknowledging that some municipal offices may be “under-resourced”, the provincial team, in cooperation with municipal officials, provided assistance to ensure that the proper processes were in place to guarantee satisfactory completion of the survey.

Toward the end of the survey operations, the computerized databanking activities began in earnest. The CBMS Network Coordinating Team returned to Agusan del Sur to conduct trainings on encoding and digitizing and data processing in May and in August, respectively.

Driven by the urgency of the project, most municipalities rose to the challenge of creating CBMS data repositories by instituting shift-work and overtime arrangements and by utilizing computer units from outside offices. The Provincial CBMS team continued to provide technical assistance to their municipal counterparts.

In late September this year, we will be taking our first tentative steps in building a consolidated province-wide picture of the development status of Agusan del Sur. Day by day, each municipality is constructing, piece-by-piece, its own picture of the local welfare condition. We now have preliminary outputs from each of our municipalities which are ready for validation.

There have, of course, been problems encountered, as with any new undertaking. But these have been accepted as challenges and have mostly been overcome. More importantly, we have taken our first steps along the path and with these preliminary outputs, we have
caught our first glimpse of the present welfare status of our communities.

**Capacitating communities**

Our experience so far suggests that although the overall aim of the CBMS is poverty reduction, there are other important associated benefits that can be gained from it such as local government capacity building, community empowerment, and capability building of communities for data generation and utilization.

This has thus been also about investment in people just as an investment in data. The implementation itself, through a unified vision, has given rise to a sustained and unified effort in which human and financial resources have been quickly and effectively mobilized. Organizational changes, creation of CBMS teams at the provincial and municipal levels and new working arrangements have developed and enhanced capacities of local administrative units.

The CBMS is a capacity building activity that empowers communities to adopt data-based approaches to development planning. This process fuels sustainable community development.

The capacity of the communities to undertake surveys has been established. Almost 2,000 enumerators were trained in the data collection instruments and municipal planning offices have attained new capacities in databanking and data processing. The skills pool is steadily increasing as a result of a spirit and sense of enthusiasm and responsibility. A new sense of accountability among local officials in diagnosing and addressing the development concerns of the communities they serve has also surfaced. Like a ripple on the surface of a pond, these capacities continue to grow.

The Province is still learning but these first few months of implementation have already been an outstanding success and the province continues to learn and put itself in good shape to face the challenges that lie ahead. For implementing the CBMS is just as much as facing challenges, adapting to change, and learning from experience.
Development planning is a complex task of identifying appropriate interventions commonly geared toward human development in the community or province. It follows a cycle of determining what needs to be done given a certain scenario in a locality. In this task, we are fortunate to have the community-based monitoring system (CBMS) as our tool for setting the policy direction of the province.

The Provincial Government of Palawan (PGP), through the Provincial Planning and Development Office (PPDO), and the CBMS Network Coordinating Team have been jointly undertaking the CBMS since 1999. This collaboration aims to expand the awareness of the PGP on the use of CBMS as a tool for planning, program formulation and impact monitoring of government interventions. At the provincial level, the system helps in the formulation of recommendations for priority intervention areas to effectively set the development framework for the province.

**CBMS as part of Palawan’s human development planning**

The CBMS is a system of gathering, collecting and processing information not only as a tool for social monitoring but also as a barometer for gauging the effectiveness of programs and projects.

* Provincial Governor, Province of Palawan.
For this purpose, a set of 20 development indicators or variables from all major development sectors have carefully been selected to provide baseline information on the current living conditions of the families in the province. The development sectors of the CBMS are population and household characteristics, health and nutrition, water and sanitation, security and shelter, education, employment and livelihood, participation and community development, peace and order, and infrastructure and utilities.

The CBMS shows the performance of key indicators on human development, thus facilitating an effective utilization and allocation of the resources of the local government units (LGUs). In line with this concern, I issued Executive Order No. 3 in 2004 which enjoins all municipalities to allocate 20 percent of their local funds for the implementation of projects addressing priority needs of the communities which are identified through CBMS.

The implementation of the system was initiated in March 1999 through a Memorandum of Agreement (MOA) signed by then Governor Salvador P. Socrates with the Micro Impacts of Macroeconomic Adjustment Policies (MIMAP) Project. After the conduct of a series of orientation and training workshops, the actual province-wide survey operation started in March 2000. As an outcome of the initial salvo of the CBMS, the Human Development Report of the Province of Palawan was published. The Report features a realistic scenario of the province using the CBMS core indicators. It contains a presentation of the survey results at the provincial and municipal levels, their interpretation and policy recommendations. For this year, we have entered into a MOA with the CBMS Network Coordinating Team for technical assistance in the development, implementation and institutionalization of the CBMS in Palawan.

We are proud to say that Palawan is the first province in the country to have the complete household coverage for the CBMS survey operation. Aside from the publication of the first human development report, we are also able to operationalize the Natural Resources Database (NRDB). The NRDB was developed in 2000 to
primarily manage socio-economic information generated by the CBMS in the province. It is handled by the Research and Evaluation Division of the PPDO with technical assistance from the Center for International Migration and Development (CIM) Integrated Expert Program of the German government and the provincial Geographic Information System (GIS) unit. The database satisfies demands of agencies across sectors for basic information on human development in the province.

The CBMS serves its purpose well not only at the provincial government but also in the different municipal government units. Since 1999, we have been continuously using the CBMS results as basis for development planning at the municipal and provincial levels. In 2001, the PPDO assisted almost all of the municipalities in the identification of their priority needs and programs based on the CBMS results. A series of Municipal Development Council (MDC) conferences were held province-wide and results of the CBMS were used in identifying the major constraints confronting the municipalities.

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.

Let me share with you some of the policies embodied in my SOPA in July 2005. The CBMS has also facilitated the refocusing of thrusts in the provincial government. Given the results of the CBMS in 2004, we were able to launch and operationalize the k4 which focuses on the major concerns of the province. The k4 aims to address the top unmet needs of the people based on the CBMS findings.

**Outcomes of interventions**

In terms of utilities, 64.83 percent of the total households now have access to clean and safe water supply with the completion of our barangay environment and sanitation project. The project utilizes CBMS data in the identification of appropriate beneficiaries needing
intervention on water development. Human development in Palawan is generally above average in terms of health and nutritional status, which is shown by a low proportion of malnourished children estimated at 5.30 percent in 2004 compared to the level in 2003. Also noted was the limited proportion of households with infant and child deaths brought about by the presence of 133 barangay health stations strategically located all over the province.

Household needs in terms of enabling and livelihood, meanwhile, are noted to be the least satisfied. Nonetheless, because of abundant natural resources, about 88.38 percent of our people still manage to eat three full meals a day. At present, unemployment rate is recorded at 17.21 percent. To address this, we have deployed a total of 11,253 Palaweños for employment locally and 94 for overseas. Because agriculture is still the mainstay of Palawan’s economy, instituting innovations to help our farmers increase their production and productivity is crucial. In this regard, we implemented agricultural programs which benefited a total of 12,735 farmers.

In the area of infrastructure, we opened and completed an additional 59.88 kilometers of farm-to-market roads benefiting 19,910 farmers and connecting 76,800 hectares of farmlands to the center of trade. Various interventions were also pushed through for income security, early child care and development, people’s participation, family care and psychosocial needs of the different priority barangays.

Meanwhile, Palawan rates low in terms of functional literacy, primary and secondary school participation. In 2000, functional literacy rate or the percentage of households with members 10 years old and above able to read, write and do simple computation, stood at 90.16 percent. In 2002, this went down to 88.19 percent. Elementary and secondary school participation continued to dwindle from 2000 to 2002. It is in this regard that my policy opts for the continuous construction of new accessible school buildings and additional classrooms both for elementary and secondary schools.

On the whole, the summary, human development index (HDI) in Palawan is 0.698, registering a 0.613 progress from the recorded
0.535 in 1997. These indices show that Palawan’s HDI is improving significantly and hopefully will continue to improve in the succeeding years.

Data gathered between 1994 and 2002 show an improvement in life expectancy. The estimated life expectancy for the province in 2002 was 67 years, an increase of almost 7 years over the estimated life expectancy of 60 years in 1994. The further rise in life expectancy indicates social and economic improvements in the living conditions of Palaweños. It suggests the success of new health programs in responding to the challenge of addressing the mortality condition of the province. In terms of combined enrolment ratio, there has also been an increase in the levels of elementary and high school participation rate at 77.31 percent, which shows significant improvements over levels of the 2000 combined enrolment rate of 69.13 percent. This means that the province has at least coped with the growth in enrolment.

In terms of development planning, we adopted innovations in our municipal development planning exercises this year which involve the establishment of eight development zones provincewide. Before coming up with zonal development plans, each municipality had undergone a regular series of development planning exercises which includes the formulation of vision, mission and goals, situational analysis and identification of programs and projects. In this undertaking, data on CBMS were presented to form part of the situational analysis and draw-up plans and strategies to further our path to growth and prosperity. In this manner, the system indeed plays a crucial role in setting the policy direction for Palawan.
Making Things Right in Marinduque with the CBMS Help

Carmencita Reyes*

First, I would like to thank Dr. Celia Reyes for making our participation in this forum possible and for having the CBMS implemented in our province. I would also like to thank the Regional Director of the National Economic and Development Authority (NEDA) in MIMAROPA, Director Oskar Balbastro, for the great help that he has been to us.

MIMAROPA, which is composed of the provinces of Oriental and Occidental Mindoro, Marinduque, Romblon, and Palawan, has always been part of Region IV. But we have been left out in the development process by our partners in the CALABARZON area (composed of the provinces of Cavite, Batangas, Laguna, Rizal and Quezon). We therefore requested the President in 2002 to separate us from Region IV so that we could have an equal chance at development. Thus, the President issued Executive Order 103 dividing Region IV into Region IV-A and IV-B to further accelerate the social and economic development of the provinces and cities comprising Region IV and to improve the delivery of public services.

The province that I represent – Marinduque – has always been referred to as the heart of the Philippines, being right in the middle of the country’s 7,100 islands. At one point in time, the province was

* Provincial Governor, Province of Marinduque.
contributing 28 percent of the gross national income in mining. Two of the country’s largest mining firms were operating in the province—Consolidated Mines and Marcopper. Unfortunately, in 1996, a disaster occurred where mine tailings destroyed our rivers and seas. This later became known as one of the worst disasters in the history of mining throughout the world.

Prior to this unfortunate event, in 1984, the price of copper went down below production cost, prompting then President Ferdinand Marcos to issue Letter of Instruction (LOI) 1416 suspending all taxes, including real estate tax, being paid by the two mining firms. When I became a member of Congress in 1987, however, I authored a resolution asking then President Corazon Aquino to repeal LOI 1416.

On a related note, while Marcopper was contributing US$8.7 billion in taxes and another US$1.2 million dollars in real estate taxes, Marinduque could only enjoy a limited amount of these funds due to Presidential Decree (PD) 144 issued by President Marcos. This PD refers to the rationalization of the distribution of the internal revenue allotments for provinces and other local government units (LGUs) based on a formula that used population and land area, among others. Because we were the third smallest province in the whole country, we only received very little amount. As a result, we were saddled with out-migration because of lack of opportunities in the province. We did not have tertiary schools so that even our students had to go elsewhere to get their college education. We did not have an inch of cemented or asphalted roads nor bridges either.

Thus, when I first served as representative of Marinduque in the House of Representatives, I wanted to do everything I could to resolve this situation because I knew that these infrastructures will be very instrumental in pushing the province forward.

When President Fidel Ramos launched the Social Reform Agenda during his term and identified the priority provinces, I worked for the inclusion of Marinduque. However, because the presence of Marcopper in the province, they declined our application.
At one point in my life, I had the privilege of serving as Minister for Social Services and I distinctly recall having asked one of my predecessors, former Minister Sylvia Montes, if it was possible to identify the bottom poor at the barangay level so that we could have an accurate recognition of who the poor are and be accurate as well in the help that we will be extending to them.

Today, through the CBMS, we are getting the profile of each and every household in Marinduque. In addition to the indicators being monitored by the World Bank, which is supporting the project, we also included some questions on skills and on out-of-school youths. We are also well on our way to identifying the senior citizens, the habitual drinkers and chain-smokers. I believe that if we can only properly identify the more senior members of our province who might need assistance and also those who may cause ills to the community like addictive-drinkers, then it will be a big step toward development. As some of you may know, Marinduque may be the smallest province in Region IV but it is the highest consumer of brandy and the number two drinker of beer in the region.

Through the CBMS, too, we can identify the malnourished children in the province. We can identify them by name, by parents, and even by their degree of malnourishment. When I first assumed office as Governor in July 1998, it was Nutrition Month and when I spoke during a program, I asked the audience “what is your definition of nutrition?” Of course, they gave the usual definition but I said no. My definition of nutrition is everything that you put into your mouth and enters your system – good or bad. And taking alcohol certainly leads to bad nutrition.

Today, I am proud to say that there is Memorandum No. 1-98 which says that our capitol compound is alcohol-free, smoke-free, gambling-free, and illegal drugs-free.

Finally, in terms of the number of malnourished and out-of-school children, I will do everything in my rights and responsibility to see to it that parents understand that if they want to have children, they must
make sure that they take care of them properly and provide them with proper nutrition and education. This will be one of the best ways to help improve the nutrition, health and education situation in Marinduque.
CBMS as a Tool of Development for the Municipality of Veruela

Emmanuel Dairo*

Veruela is one of the 14 municipalities that comprise the landlocked Agusan del Sur province. It is a 3rd class municipality composed of 20 barangays, with Barangay Poblacion as the largest in terms of land area. It is 79 kilometers away from Prosperidad, the capital town of the province. Based on the 2005 CBMS survey, the municipality has a total population of 31,791 and a total number of households of 6,446. The major sources of livelihood are agriculture and forestry.

The community-based monitoring system (CBMS) was introduced to the Province of Agusan del Sur in February 2005. We were immediately attracted to the system because it offers many benefits to local government units. Aside from being an organized way of collecting information that will help us—policymakers and program implementers—in our basic functions, the system is also able to provide up-to-date information on the welfare status and needs at the community and household levels. Moreover, we can also use it as a tool in monitoring and evaluating the impact of our programs and projects. Essentially, it is a tool that can help us in our quest for better local governance.

In March of the same year, representatives from our municipality underwent an orientation training on CBMS. A month after, we came

* Municipal Mayor, Municipality of Veruela, Agusan del Sur.
a step closer toward project implementation when we conducted an orientation for all municipal office heads as well as the legislative body.

**Problems encountered and strategies applied**
During the actual field survey operations, we encountered some difficulties in reaching some barangays due to lack of transportation channels. Moreover, there were also some unresolved boundary disputes between the Provinces of Agusan del Sur and Compostela Valley. We also encountered the problem of skepticism among some residents who were simply not sure of what the project hopes to accomplish.

Despite these difficulties, we persevered and employed the following strategies:

- **Organize the CBMS Technical Working Group**
  Through an executive order, the Municipal and Barangay CBMS Teams were organized. A total of 93 enumerators and 20 field supervisors were deployed to the municipality’s 20 barangays.

- **Provide capacity-building activities for the CBMS Technical Working Group**
  We also sent our representatives to the provincial trainings conducted by the CBMS Network Coordinating Team. These trained personnel then conducted the orientation and five-day training to all the enumerators and representatives from each of the barangays. The participants were trained through role-playing and interacting with different respondents. They were also given a dry-run on actual survey scenarios.

- **Provide assistance to the Working Group**
  Veruela created a Municipal CBMS Operations Center which also serves as the town’s center for planning, trainings and consultations. We also deployed field supervisors to all the 20 barangays to supervise the enumerators and edit their gathered data daily. Moreover, the Municipal CBMS Team
frequently visited the areas where survey operations were taking place and a weekly assessment on field enumeration was done to monitor the progress of the project.

- **Conduct of community validation**
  The results of the CBMS survey were presented by the team leaders of the enumerators to their respective area of assignment. After reviewing the results, the barangay council then submitted an endorsement to the Municipal CBMS Team to signify that the accuracy of the data gathered has been verified.

- **Get the job done on time**
  In order to get the job done on time, we collected the accomplished household questionnaires on a weekly basis. Field supervisors then went over the questionnaires to ensure that these were properly field-edited. Moreover, we worked on the encoding of household data and digitizing of barangay spotmaps for 12 hours a day, 6 days a week.

**The CBMS contributions and recommendations**

As mentioned earlier, the CBMS has proved to be very beneficial to us especially in the area of identifying the economic situation of the households in the different barangays. Because of the CBMS, too, we were able to finally put to rest some disputes on barangay boundaries because of the barangay spotmaps that we did under the CBMS project. More importantly, CBMS has shown the way on how we can formulate possible economic programs and poverty interventions for our constituents that are based on a solid assessment provided by the CBMS.

We therefore envision the day when the CBMS will be a common tool for development for all LGUs nationwide. There should be more government support for the program because through CBMS, national government agencies will also be able to formulate better economic programs.
A More Enlightened Decisionmaking Process in Pasay Through the CBMS

Wenceslao Trinidad

In last year’s CBMS forum at the Dusit Hotel, I was among the observers of the program. In that forum, I was asked how long it took me to decide on the proposed implementation of the CBMS in our city. I readily answered, “Five minutes!” which is really true because when this program was presented to me some one-and-a-half years ago, I was so quick to grab the opportunity.

You see, I had been with the local government of Pasay for quite a long time now. It has always been my desire to have a set of reliable data at our fingertips to base our decisions on. This desire had become an illusive dream for us at the local level, though, since most of the data and information passed on to us by the national government through surveys and research were either second-hand information or data that were not disaggregated down to our level.

We tried to do some citywide survey work before but failed to produce the desired results because we did not have the right mechanism and expertise to sustain the survey operation.

The more pressing issue for us, local officials, is of course the need to speedily dispense the basic services to our constituents as mandated on us. So, whether the information fed to us are accurate or not, we have to dispense with our duties as fast as we could.

* City Mayor, Pasay City.
CBMS implementation

When I attended the CBMS forum last year, Pasay City was yet to implement the CBMS citywide albeit the fact that we already had an outstanding memorandum of agreement with the CBMS Team. We were still in the planning stage then. Today, we are in the heat of its implementation. More than 50 percent of the 201 barangays in Pasay have been surveyed. To be exact, 105 barangays have already been surveyed. We took care of the depressed and most populated barangays first to apply the possible interventions and realignment of existing programs to address the identified problems in the community.

With more than half of the city already surveyed, mostly the depressed areas, and the data encoded, we now have a more concrete picture of the extent of poverty in the city.

Results and responses

Based on the initial results of the CBMS in our depressed areas, the following major problems were identified:

- Unemployment;
- High incidence of households below the poverty threshold;
- High incidence of subsistence poor;
- High number of children not attending school;
- High number of households living in makeshift housing; and
- High number of households with members victimized by crimes.

In trying to achieve the 8 Millennium Development Goals (MDGs) set by the United Nations and based on the CBMS identified major problems, we sought to put in place the following interventions:

On unemployment

a) The Satellite Barangay Employment Service Operation (SBESO), a public-private-civil society partnership on skills
inventory and job generation at the barangay level, shall be installed in coordination with our PESO, DOLE, TESDA, DTI, church-based NGOs and business community;

b) An Animation Training Center, a “Train Now-Sure Job-Pay Later” program that gives hope and employs underprivileged but talented residents as professional animators regardless of age, will be set up;

c) A Bayanihan People’s Mart, a supermarket owned and operated by the Bayanihan savers and the network of sari-sari store operators in Pasay, will also be put up;

d) The Employees Cooperative Canteen, a savings-initiated project that encourages all Pasay government employees to own and operate a profitable business, has been established;

e) Microfinance Program for the Poor, a mass-based banking system to address the credit needs of the entrepreneurial poor for their micro-enterprises, has been organized; and

f) An allocation of PhP20M for our 2006 poverty reduction programs has been made.

On makeshift housing
We bought a 10 hectare land in Tanay, Rizal as our relocation site that would fit about 2,000 families/households who are living along the danger areas of Tripa de Galina Creek.

On HIV/AIDS
We have created the Local AIDS Council aided by a City Ordinance that would address 6 MDG concerns.

On our MDG localization
We integrated MDG targets into our existing programs and in our resource allocation process.

We also realized that families have a major role in achieving the MDGs. Given the right atmosphere, families can be one of the most
powerful forces in combating poverty. Thus, Pasay embarks into a process of localizing the MDGs in every family using rights-based approach. We now emphasize “Strong Family Means Strong City and Strong Nation”.

**Conclusion**

To sum, while poverty reduction remains to be a national concern, the LGU have the greater responsibility to carry out the policies and programs. CBMS enables the LGUs to formulate policies and programs more responsively to the needs of the people. CBMS increases our capacity to meet the challenges of improving the lives of our constituents.

To us, therefore, 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.
Reaping the Initial Benefits of CBMS: The Case of San Julian

George Erroba*

In his write-up on “Developing the CBMS in Eastern Visayas,” Don Romero, a member of the CBMS-Eastern Visayas project team, said that the community-based monitoring system (CBMS) was designed to monitor poverty information and to craft poverty reduction programs that would effectively target the poor. This database system provides first-hand information about households in the locality. It also generates a fair and factual assessment of poverty levels and factors concerning poverty within the area. As an expected output, the local government may be able to design and come up with effective mechanisms to eradicate poverty among its constituents. The CBMS likewise serves as a review of the impact and effectiveness of government programs and policies on the community.

As Education Undersecretary Chito Gascon puts it, “... if you do your poverty mapping well, it would be quicker for the national government to work with you because you already know where the poor are. Then we can work on identifying convergence strategies in those areas where the poor are located... together, let us make a convergence of communities in creating patches of green.”

Based on the above and on behalf of the local government unit of San Julian, Eastern Samar, I, as chief executive officer, adopted

* Municipal Mayor, Municipality of San Julian, Eastern Samar.
the CBMS to be able to measure social problems, especially poverty. The CBMS will also allow us to undertake poverty assessment and thereby formulate policies toward poverty reduction and improvement of the lives of our constituents.

**Objectives**

The objectives of the CBMS implementation in our municipality are:

- To identify the social needs/concerns of every household;
- To acquire easy access to information on the economic, social and political profiles of the barangays;
- To identify and provide measures as basis for policymaking, implementation and reforms; and
- To determine the types of interventions for the progress and improvement of our locality.

**Target beneficiaries**

The intended beneficiaries of the system are the small/subsistence constituents, unemployed individuals, out-of-school children/youth, poor households and various government departments/agencies.

**Key results vis-à-vis objectives**

How do the results compare to the objectives and expected key result areas? Below is a summary of what we achieved.

**Identifying the social needs/concerns of every household**

Through the CBMS, we were able to know and understand deeper the concerns of our households in San Julian, Eastern Samar. We were able to find out the specific aspects where they are mostly in need of assistance and problems or issues where they are so wanting. We were able to immerse into their personal lives and thus were able to identify specific concerns of each and every constituent.
Acquiring easy access to information on the economic, social and political profile of each of the barangays

Through the CBMS, we are able to access information in the following areas about individual households in each of the barangays and our municipality as a whole:

Economic

We can, for instance, compare the economic status of two barangays (Map 1). From the maps, we can easily see which households are poor and this can help us in identifying beneficiaries for our programs.

To facilitate additional comparison, Table 1 shows the economic profiles of two different barangays. We utilized economic profiles from both rural and urban barangays. This is for the purpose of showing discrepancies or differences of barangays according to several significant factors.

The Table shows a better performance of the urban barangay as compared to the rural barangay. In the indicators on households experiencing food shortage, and with income below the food and poverty thresholds, Barangay Bunacan (rural barangay) is shown to have always rated much poorly than Barangay 1 Poblacion (urban barangay).

Map 1. Households with income below poverty threshold in two barangays
Barangay Bunacan is an agricultural barangay; thus, the type of occupation engaged in by employed members is mostly in the area of farming, forestry and fishing. On the other hand, employed members from Barangay 1 are mostly laborers and unskilled workers. Both barangays showed a permanent job status of the employed members.

Social
For the social aspect, the comparison was made between the far-flung Barangay Bunacan and Barangay 4 where the municipal building and rural health unit (RHU) are located. The comparisons are shown in terms of several indicators in Table 2.

Political
Again, a comparison between an urban barangay and another (this time, one that is not within the town proper) barangay is made to look into the political aspects or concerns in the municipality’s various
barangays (Table 3). The table shows that both barangays were not able to access any livelihood and/or housing programs. A small proportion were able to access feeding and scholarship programs.

**Identifying measures as basis for policymaking, implementation and reforms**

After knowing the social, economic and political concerns of the people and the locality, the local government can now determine the factors and appropriate measures to respond effectively to our people's needs.

Using the key findings presented earlier, we can now come up with the necessary actions and procedures starting from policymaking to implementation and finally to reforms that will cater to the welfare of the constituents and the entire locality.

**Determining the types of interventions for the progress and improvement of the locality**

We have found out, for instance, that the average per capita income of Barangay Bunacan is remarkably low. As such, the local government can set livelihood programs or trainings that will help create jobs in the locality and thereby improve the living conditions.

Based on the malnutrition rate gathered from Barangay Bunacan (41%) vis-à-vis the malnutrition rate in Barangay 4 at only 3.6 percent,
the government can then start some measures that will give an easy and immediate access to health by working hand in hand with the Municipal Health Office. Possible solutions may come from community services in far flung barangays like medical missions and the rendering of health assistance activities.

In terms of access to sanitary toilet facilities, we can pinpoint and locate which households have no toilet facilities (Map 2). Thus, we can easily identify who are to be given toilet bowls according to budget allocations and eligibility of the beneficiary.

In terms of access to programs, we were able to identify which barangay has not received any livelihood program or training. And hopefully, we will be able to initiate livelihood projects for them and for the collective welfare of the municipality.

**Updates and problems encountered**

As of this date, the CBMS data from 14 out of 16 barangays have been fully encoded. There are only 7 digitized barangay spotmaps while five barangays are not yet ready with their spot maps.

Meanwhile, as far as problems are concerned, there were some technical problems encountered in mapping and data consolidation. A number of concerns were also noted in the questionnaire.

<table>
<thead>
<tr>
<th>Type of Program</th>
<th>Barangay Casoroy (not within the town proper)</th>
<th>Barangay 5 (Poblacion)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Feeding Program</td>
<td>2.5%</td>
<td>0</td>
</tr>
<tr>
<td>Phil Health</td>
<td>35%</td>
<td>44.3%</td>
</tr>
<tr>
<td>Scholarship</td>
<td>2.6%</td>
<td>0</td>
</tr>
<tr>
<td>Livelihood Programs</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Housing Programs</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Credit Programs</td>
<td>17.6%</td>
<td>10.2%</td>
</tr>
<tr>
<td>Other Programs</td>
<td>0</td>
<td>1.1%</td>
</tr>
<tr>
<td>Percentage of programs</td>
<td>57.14%</td>
<td>42.86%</td>
</tr>
<tr>
<td>accessible by the barangay</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Best practices and strategies
At the same time, we also noted some of the practices and procedures that really worked. Among them are:

- Two encoders with scheduled working time helped make the work faster.
- Encoding work for all barangays before doing the digitizing proved to be the more efficient procedure. However, we had to digitize ahead in other barangays to be able to cope with the schedules of the trainings/seminars/workshops.
- Overtime services need to be rendered to fast track the accomplishment of the data processing.
- Assistance from members of the CBMS Network Coordinating Team was always sought for whatever questions/clarifications and help that are needed.

Application
The San Julian local government acknowledges the great help that the CBMS has given to improve the local government’s level and quality of services to its constituents. The database has been useful in the following manner:
- Aids in future policymaking.
- Serves as venue for planning on effective governance.
- Helps generate information.
- Establishes an easy and highly technological local monitoring system that caters to the requirement of the various departments and offices of our municipality.

**Future plans**

In view of the above, the local government of San Julian will, if possible, supply additional data every end of the year to monitor and assess constant changes in every household’s profile at the barangay and municipal levels. This will serve as the standard information-based identity of the locality since the survey involved actual interviews conducted in every household.

We can likewise be an instrument/example of the CBMS implementation in the province of Eastern Samar among the municipalities that are not included in this project. For example, in our case, San Julian was supposedly initially excluded from the Eastern Visayas CBMS project. Nevertheless, we were granted the opportunity to be part of the program.

**Conclusion**

It is indeed fortunate for us at the local government unit of San Julian to have acquired and trained on the CBMS. More fortunate and privileged, however, are our target beneficiaries.

For the small or subsistence constituents, we can already address their concerns because they are the ones who are in most need of government services. We can now identify which programs and services they need.

For the unemployed, we can help and assist them as target beneficiaries through livelihood programs. For the out-of-school youth or children, meanwhile, we can start providing extension classes for them.
However, these plans and policies depend of course on the government’s capability in terms of financial status. There are issues/concerns and problems of the residents which cannot be accommodated by the local government because of resource constraint and many other hindering factors in the delivery of such services. This is an inherent weakness of our LGU. Nevertheless, the local government can take initiatives in whichever way possible. The bottom line is that our local government is able to identify who needs what; which sector of the locality or which issue needs to be addressed immediately and given more emphasis; and what are the appropriate measures to take in order to deliver effective governance for the general welfare of the people.
The Pendulum Swings in the CBMS Experience of the Municipality of Tolosa

Hilario Caadan*

The experience of the Municipality of Tolosa in Leyte on the community-based monitoring system (CBMS) could be aptly described as an interesting pendulum case study.

When I was informed that I am to share with you the experiences of the CBMS program in my municipality, I informed my Municipal Planning and Development Coordinator (MPDC) about it and asked him how we became one of the best in Leyte. My MPDC candidly replied that we made it for three simple reasons: (1) that we (the team) have acquired the appropriate Knowledge, Attitude, and Skills (KAS); (2) that we properly applied the program and had it funded; (3) and according to him, we have the “political will” to address the elements of this social instrument. And indeed, I believed him because I think these are exactly the right ingredients to spell success in the use of the CBMS, namely: the right KAS, the proper allocation of funds to implement the program; and, the strong political will of a leader to back up the program.

Profile
The municipality of Tolosa occupies a portion of the northeastern coastline of Leyte, 24 kilometers south of the provincial capital of

* Municipal Mayor, Municipality of Tolosa, Leyte.
Tacloban City. It faces the historic Leyte Gulf. It is bounded on the north by the municipality of Tanauan, south by the municipality of Dulag, west by the municipality of Tabontabon, and east by the Leyte Gulf.

The municipality consists of 15 barangays, eight of which are coastal barangays. Its total land area, based on the 1984 Cadastral Survey, is 2,171.5058 hectares.

As of the May 1, 2000 census, Tolosa registered a total population of 14,539. The number of registered voters is 9,162 and the number of precincts is 47.

It is a fifth class municipality with an internal revenue allotment (IRA) of PhP16,440,418.00 as of 2005. Primary sources of livelihood are farming, fishing, and livestock and poultry production. Secondary sources are employment and trading.

**Program priorities**

One of the priority concerns when I assumed office in 2004 was to lay out a strong and credible 8-Point Executive Agenda anchored on the LGU Vision: “Responsive local government unit (LGU) that addresses the felt needs of its constituents; with utmost concern for the underprivileged sector of the community, the unserved and the underserved; and God-fearing people making good use of their potentials while in harmony with nature and the environment, and ultimately with the people in the community.”

The agenda should also have for its mission: To enhance and strengthen the capabilities of the LGU to effectively provide and sustain the delivery of basic services to the community, encourage and institutionalize people’s participation in governance as active partners in total community development.

Foremost of my flagship programs are:

- Participative planning – to empower people to actively participate in all the planning processes of the local government;
- Focused delivery of basic social services – to reach the unserved and the underserved segment of the community; and
- Local poverty reduction – to provide livelihood opportunities to the poor and the underprivileged in terms of Livelihood Skills Training and Capital Loan Assistance.

The local government of Tolosa keenly recognizes the need to address the high poverty incidence in the municipality. The absence of a system to identify the poorest of the poor thereupon prompted the LGU through the office of the Municipal Planning and Development Coordinator (MPDC)/Local Poverty Reduction Action Officer (LPRAO) to devise a survey tool on this concern in 2003, if only to establish a data bank and to fill the data gaps needed in planning.

For this, the barangay secretaries were provided hands-on training on how to conduct a survey on individual household. Despite this, however, the manner of conducting the survey and doing the house-to-house collection plus the manual processing of the data proved to be tedious.

Fortunately, the CBMS concept complemented this concern in that the application is computerized. In view of this, the Tolosa municipality, as one of the pilot municipality of the CBMS in Eastern Visayas, adopted the CBMS project with open arms and mind.

**The CBMS operation**

As the local chief executive of Tolosa, I issued an executive order creating the CBMS Team, composed of seven members:

- Local Poverty Reduction Action Officer/MPDC
- Social Welfare Officer
- Social Welfare Assistant/Community Technical Education Coordinator
- Computer encoder (MPDC staff)
- Planning officer (MPDC staff)
The CBMS team, the project’s workhorse, conducted the trainors’ training on data collection on January 12-15, 2005 in Samar. Afterwards, the municipality conducted the enumerators’ training and tapped 16 barangay secretaries for the ensuing work.

As we pursued the untrodden CBMS path, we were allotted a good share of optimism, frustrations, a streak of positive light, a dash of despair, and back again to cling to a ray of hope. This was how the pendulum swung for the municipality of Tolosa, in its start-up operation of the CBMS.

The upswing surge of hope, optimism and joyful expectations were clearly visible on the faces of the soon-to-be service providers of the CBMS: the local government unit of Tolosa, in general and its Planning and Development think tank/workforce, in particular, as the first orientation-training workshop started.

This was closely followed by another orientation and training workshop, this time for prospective survey enumerators, which was participated in by 14 barangay secretaries, one barangay health worker and two barangay kagawads, on February 1-3, 2005, at the Olot Beach Resort and Leisure Estate, Tolosa, Leyte. A one-month period was targeted for the CBMS survey which was intensely focused on defining, identifying and addressing the intents and purposes of the community-level poverty reduction program of the local government. The survey enumerators (barangay secretaries) had their hands full on this survey among barangay households. In the process, some questionnaires were incorrectly and/or inadequately accomplished or inputted, causing a certain degree of frustration for the enumerators. But because the barangay secretaries were open to the call for rectification of form entries, hope for the success of the CBMS work was on the upswing again. The dictum became one where “no problem, however great, can escape solution if we only muster enough determination and put our hearts into the work to solve it.” Thus, with a budget of

- Municipal Local Government Operations Officer
- Non-Government Organization representative
PhP16,000.00 plus another PhP34,840.00 for honoraria (Table 1), the actual survey of 3,484 households was completed.

Phase II of the CBMS Training Program (encoding accomplished household profile questionnaire and digitizing of spot maps) for Eastern Visayas was conducted at the Ritz Tower de Leyte in Tacloban City. Relatedly, in a subsequent meeting of the barangay secretaries/enumerators held at the Municipal Training Center on June 13-14 to review the correctness of data encoded and filling-up procedures in
the CBMS survey form, high hopes almost turned to nightmare because as results of either negligence, carelessness and some honest mistakes, numerous errors were unearthed. In the encoding of data, for instance, the program does not function when some questions are left unfilled or unanswered. The barangay secretaries/ enumerators had to go over the questionnaires one more time; entries had to be field-edited first; and spot maps were also required of the barangay secretaries, to be eventually digitized later.

The CBMS municipal team therefore decided to hire two additional stop-gap encoders at PhP175.00/day each for a period of three months. To augment the one computer unit for the CBMS, the LGU borrowed one unit from the DILG municipal office and rented another unit at PhP50.00/day. To ensure the much needed mobility for the CBMS team, the MPDC also made readily available for its use one unit of motorcycle, a brand-new Yamaha motorcycle donated by the German Technical Cooperation (GTZ) under the Environment and Natural Resources Management – Rural Development Programs for monitoring purposes.

The results

Today, the CBMS work in our municipality has already gained a foothold; in fact, it is on a higher gear now with 80 percent accomplished work. Soon, the CBMS results will be incorporated in our Annual Investment Plan (AIP) for the necessary funding.

Meanwhile, in order to assimilate the CBMS experiences in other sites, plans are ongoing for an educational tour to Palawan to be funded by the GTZ. The formal signing of the financial agreement was set aside due to a schedule conflict with the CBMS national conference and will now be held in October.

The CBMS project has been adopted primarily to identify the poorest of the poor in the municipality and to delineate those in the mid-and below-poverty line levels. The CBMS is there as a tool for Tolosa’s local government to focus on its poverty programs for the unserved and underserved.
As one Filipino philanthropist said, “Renewing hope for those who have lost it ... and giving hope to those who never had it”... this is what the local government unit of Tolosa under my leadership aims for.

The 2006 Annual Investment Plan (AIP) programs, projects and activities are focused on the issues/problems that came out of the CBMS survey, all of which are aimed toward reducing poverty in the countryside.

**Concluding remarks**
Our CBMS work is now in an uphill and smooth climb. Thus, we should see to it that the efforts and work started by the CBMS are maintained so that the community poverty reduction program will lead to lasting results.
Session 2

Evidence-Based Legislation
CBMS as a Tool for Development Legislation: The Case of the Province of Leyte

Ma. Mimietta Bagulaya*

Sometime in December last year, under the auspices of the Institute for Democratic Participation and Governance (IDPG), a non-government organization (NGO) advocating for good governance, representatives from the government (National Anti-Poverty Commission, Department of the Interior and Local Government, Department of Social Welfare and Development, and the National Statistical Coordination Board), non-government, academe and civil society met in Leyte to discuss the Core Local Poverty Indicators for Eastern Visayas. The meeting-consultation led to the eventual formation of the Community-Based Monitoring System (CBMS)-Eastern Visayas. For this, a working group was created to plan out the set of activities for the preparation and implementation of the CBMS in Eastern Visayas.

Status of CBMS work in Eastern Visayas

So where are we now insofar as the CBMS work in the region is concerned? Early this year, we held the orientation workshop where we had as resource persons the CBMS Network Coordinating Team led by Dr. Celia Reyes. During this orientation workshop and takeoff activity, we had representatives from 18 LGUs, including the.

* Provincial Vice-Governor, Province of Leyte.
municipal local government operations officers, 17 municipalities from Leyte, Samar and Biliran, some parish priests, members of the academe and the basic sectors, and NGOs.

At present, the municipalities that participated here have also conducted training programs for enumerators. They have begun full implementation of the CBMS and have finished the conduct of the data survey. An estimated 850 enumerators have been mobilized to gather household level information from an estimated 80,431 households from the 510 barangays of the 17 municipalities from Leyte, Samar and Biliran.

We also conducted trainings on the encoding of accomplished household profile questionnaires and digitizing of maps in Eastern Visayas. The training was followed by the CBMS data processing and database building in July 2005. The encoders’ hands-on training familiarized them not only on data encoding and processing but also on correcting errors. Simulations on the CBMS indicators using data processing and database building were also conducted.

We expect that before the year ends, the results of the survey shall have been validated and the CBMS-Natural Resource Data Base (NRDB) program updated to reflect the outcome of the data validation process.

The data validation process is a mechanism that ensures that local leaders and the rest of the community are informed of the results of the CBMS survey. The process also ensures that the findings are accurate, the discussions on the possible reasons for the findings are facilitated and the possible interventions needed to solve the problems are already identified. At the same time, the validated data generated from the survey would be ready for use in the formulation of local poverty reduction action plans and budgets submitted to the concerned LGUs and the national government agencies.

In the province of Leyte, in particular, 6 municipalities are involved in the CBMS. These are Capoocan, Jaro, Tolosa, Pastrana, Sta. Fe and Tabontabon. They have been chosen because of the past
relationships that they have established with the IDPG. These municipalities have already been recipients of trainings and capability-building initiatives previously given by the IDPG.

**How can the CBMS be used in legislation?**

As legislators, how do we make use of the CBMS? One is through development legislation. What is development legislation? Development legislation refers to the improvement of the quality of local policies toward development. It is essentially participatory and responsive to the needs of the citizenry. In other words, we try to work in making the Sanggunian truly supportive of the executive plans geared for the improvement of the welfare of the people.

The Sangguniang Panlalawigan has the primary responsibility of overseeing the programs, projects and activities that are being implemented and making sure that they are participatory and responsive. Collectively and individually, the Sanggunian Members should ideally possess the ability to represent a wide variety of conflicting and extremely diverse interests of the constituents from the districts they represent.

Through the results of the CBMS surveys, we are able to immediately see at a glance what the problems of a community are and if and where they need legislation, it could also be easily discerned from the results. In short, the results of the CBMS survey can immediately be used in aid of legislation.

How do we prioritize? One of the preconditions to development legislation is a management information system wherein the necessary data on the profile of the province and the barangays, municipalities or cities are readily available. The CBMS can provide the database for this information system and thus facilitate the exercise of legislating ordinances and provisions in the local communities that can eventually lead to better lives for the citizens. Of course, to be able to fulfill this mission, we need a pool of competent staff with years of experience and adequate knowledge in the art of local legislation. There has to be adequate knowledge specifically on the identification, articulation,
disaggregation or aggregation of people’s needs and aspirations for effecting public policies at the least cost and losses.

At the same time, legislators or policymakers should not only be skilled in the parliamentary process but should also be sensitive to the problems and issues raised by their constituents through continuing interactions and dialogues.

A Sanggunian should be composed of responsive and accountable legislators. The 13+1 core set of indicators used in the CBMS survey results would help in setting priorities from among a wide variety of conflicting and extremely diverse interests and in ensuring that the greater majority of the people will benefit from policy reforms passed through legislation.

In the end, such legislative actions should translate into improved quality of life of our constituents and thereby reduce poverty.

**Conclusion**
The CBMS core set of indicators informs us, legislators, on how we should be addressing the general welfare of our constituents. Therefore, ordinances and legislative actions are informed by the results of the CBMS survey. With the installation of the CBMS database, therefore, the possibilities for development legislation are endless. At the same time, the CBMS database can also serve as a tracking system or feedback mechanism to evaluate the impact or implication of local development legislation in a particular municipality or barangay. Right now, the Sangguniang Panlalawigan of Leyte is still in its process of doing the legislative tracking. We used the CBMS results of the 6 municipalities in our province as benchmark to gauge the impact and implications of legislations passed.

We hope to be able to scale up the provincial implementation of CBMS next year. In so doing, we look forward to a wider reaping of benefits in the province that can be gained from the CBMS use as shown in our initial implementation.
Using CBMS in Data-Based Legislation: The Case of the Province of Agusan del Sur

Allan Santiago*

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.

What is data-based legislation and how may it be applied in Agusan del Sur? Data-based legislation refers to the utilization of current data as evidence in making decisions relating to the formulation and adoption of policy and/or legislation. We believe that the CBMS data are reliable and relevant, scientifically-based, comprehensive and have been gathered through a participatory approach. With a population of 600,000, 165,000 households and 315 barangays, it is a must for us to come up with a strategic plan for development and the CBMS can truly be an instrument to help us accomplish this.

**Accomplishments**

What have we done so far in implementing the CBMS to help us achieve our goal? First, we passed Sangguniang Panlalawigan (SP) Resolution No. 583-2004 adopting CBMS provincewide in Agusan del Sur.

* Sangguniang Panlalawigan (Provincial Board) Member, Provincial Government of Agusan del Sur.
Del Sur. With this, our governor issued Executive Order No.15-2004 institutionalizing the CBMS in Agusan del Sur with a 50-50 sharing of costs with the municipalities. Then after that, we introduced the concept to the municipal legislators during their session because we needed the adoption of the CBMS at the municipal level.

Then our Governor again issued Executive Order No. 11-2004 creating the CBMS team at the provincial level. The team manages the implementation of the CBMS in the whole province of Agusan del Sur. All the problems in the municipalities are passed on to the team that serves as trouble shooters. We have weekly meetings to update and assess the CBMS activities.

Meanwhile, each municipality issued an executive order creating a CBMS team at the municipal and barangay levels.

Another SP resolution was also issued authorizing the Governor to enter into a Memorandum of Agreement (MOA) between the Provincial Governor and the Municipal Mayors to implement the CBMS in 14 municipalities of Agusan del Sur. This ensures the commitment of the mayors in the implementation of the CBMS.

Assistant in the technical implementation and in capacity-building activities were guaranteed through an SP resolution authorizing the Provincial Governor to enter into a Memorandum of Agreement with our partners, the CBMS Network Coordinating Team and Voluntary Service Overseas.

In January 2005, we finally launched the CBMS formally in the whole province of Agusan del Sur.

What’s next?
What shall we do with the CBMS? This was asked of us by barangay and municipal legislators. In response to this, we came up with workshops on evidence-based legislation at the barangay and municipal levels with barangay captains and barangay legislators and the mayors and the municipal legislators as participants, respectively. In these workshops, we explain to them how the CBMS data can be used in legislation.
Our next activities in Agusan del Sur will be to validate the data gathered in all 315 barangays of the province. The data will be submitted to each brangay for adoption. Then they will be submitted to each municipality for the consolidation of the barangay-adopted CBMS data. These then will be submitted to the Sangguniang Bayan for presentation and adoption of the CBMS outputs at the municipal level. The consolidated municipal-adopted CBMS data will later be submitted to the Sangguniang Panlalawigan for presentation and adoption of the CBMS outputs at the provincial level.

All these are aimed toward the passage of a proposed ordinance to use CBMS data as basis for legislation. When that is accomplished, then we can truly have the beginnings of a data-based legislation process.
Session 3

Raising Awareness and Accelerating Initiatives of LGUs to Achieve the MDG Targets
MDGs in the Philippines

Zahidul Huque*

Let me start by commending the Community-Based Monitoring System (CBMS) Network for organizing this activity in support of the Millennium Development Goals (MDGs). This occasion has brought together the brightest talents in this country who are extremely dedicated to help this country achieve the MDGs. I am honored to be here, together with all of you who want to know what the real situation of the country is and what challenges the Philippines faces and is willing to work for to address these challenges. All of these are meant to make the lives of the poor, the marginalized, women and children much better than what they are today.

This was the same commitment made by world leaders when they met in New York five years ago. This is the same commitment that I am tasked to discuss briefly with you this afternoon.

In the historic gathering of nations at the beginning of the new millennium, 189 member-states of the United Nations (UN) reaffirmed their commitment to the ideals of the UN, and more importantly, reached a consensus that rich and poor countries alike should work together to achieve peace and security, respect human rights, promote good governance and strive for development. Attention to the needs

of the poor, the vulnerable and the children of the world to whom the future belongs is given as the focus of this renewed commitment.

The Millennium Declaration also further committed the member-states of the United Nations to achieve quantifiable development goals and targets (the MDGs) until 2015 (15 years) that will at least ensure that development initiatives will effectively eradicate poverty and promote sustainable human development.

The eight major goals in the MDG Declaration are:

(1) Eradicate extreme poverty and hunger,
(2) Achieve universal primary education,
(3) Promote gender equality and empower women,
(4) Reduce child mortality,
(5) Improve maternal health,
(6) Combat HIV/AIDS, malaria and other diseases,
(7) Ensure environmental sustainability, and
(8) Develop a global partnership for development.

The eight goals are the culmination of thinking of UN global conferences in the 1990s. There is, however, one big difference. The MDGs are “measurable and timebound” and represent a specific compact between richer and poorer nations, with the richer nations to deliver on aid, debt, trade and technology (Goal 8) and the poorer countries to put in place right policies to achieve goals one to seven.

To ensure compliance of the member-states to their commitment to the MDGs, governments have been monitoring progress on the MDGs, as reflected by the Secretary-General’s report on the MDGs in the recently held UN summit. Just this June, the Philippine government and various stakeholders launched the Second Philippines’ Progress Report on the Millennium Development Goals. Allow me to mention the highlights of the said report.

**The 2nd Philippines report on the MDGs**
There is a high probability of achieving the targets to reducing poverty by half; to achieving equality in primary and secondary education
for boys and girls; to reducing child mortality; to halting and reversing the incidence of HIV/AIDS, TB and malaria; and to ensuring environmental sustainability.

However, there is only a medium probability of reducing the percentage of underweight children below 5 years old. There is also a medium probability of achieving universal primary education participation and improvement in maternal and reproductive health.

The Philippines is making very slow progress in achieving a desirable cohort survival rate, from 68.4 percent in 1990 to only 69.8 percent in 2004. The target based on the UN-adopted Education for All program of action is 83.3 percent.

Looking at MDG 5, target 6, the country still has to exert more effort to be able to achieve the target of 52 maternal deaths per 100,000 live births. This, albeit the decrease seen recently in maternal mortality.

In tracking the country’s progress in achieving MDG 5 to improve maternal health, we are challenged by the lack of accurate data, particularly in monitoring maternal mortality rate (MMR). It is difficult to conclude whether or not MMR has really declined. We use proxy indicators such as maternal anemia; births attended by health professionals; births delivered in a health facility; prenatal care coverage; postnatal care coverage; tetanus toxoid injection; and iron table supplementation to approximate the maternal health situation. In this aspect, the CBMS could be very useful.

Let me also mention that the Philippines is one of the few countries that had adopted an additional target under Goal 5. This is Target 7: “Increase access to reproductive health services to 60 percent by 2005; 80 percent by 2010; and 100 percent by 2015.” Again, to track progress in this regard, proxy indicators are used such as contraceptive prevalence rate. And again, CBMS could very well help monitor if the country is achieving this target or not.

One critical issue that we have to look at is the fact that while there is a high probability of meeting the targets in many MDG
indicators at the national level, there are regions which will have to work harder to attain the targets as shown in Table 1. The regions with the most number of Xs are the problematic areas. This means that ARMM, CARAGA and Region 4 (4-A is the CALABARZON and Region 4-B is the MIMAROPA) are the most problematic.

However, the regions with the X-marks falling under the columns on education, slum dwellers and CPR are based merely on the comparative figures of the regions vis-à-vis the national coverage due to unavailability of data. The regions which are below the national average are therefore deemed to have low probability of attaining the targets.

Regional disparities continue to be a challenge in the Philippines in meeting the MDGs. While there is a high probability of achieving the MDGs on the whole, at the regional level, many regions are not on track in meeting the goals.

**Putting CBMS in the picture**

With CBMS, a more accurate picture of where and what kind of intervention would be most needed and relevant to the people can be developed.

The UN family in the Philippines is committed to supporting the Philippines in achieving the MDGs not only in aggregate figures at the national level but also in making MDGs a reality at the local and community levels. Together with the Department of the Interior and Local Government (DILG), National Economic and Development Authority (NEDA) and the various leagues of LGUs, we have developed an MDG localization framework that shows the need for the establishment of a functioning MDG monitoring system at the local level in order to input the policy and budget-making processes at the local level.

To monitor the MDGs in various levels, the UN system is offering the use of the DevInfo, a software that stores and presents data on the MDGs. Devinfo has the following features:
### Table 1. Regions with low probability of meeting the MDG targets

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Notes: For columns on poverty threshold, subsistence threshold and prevalence of malnutrition, the regional rate of progress was computed using the calculation used in determining the national rate of progress:

- if <1.5, there is high probability of meeting the target
- if 1.5 to 2.0, there is medium probability of meeting the target
- if >2.0, there is low probability of meeting the target
It has the capacity to store data from various sources regarding MDGs and their targets.

It could provide the time periods where data are available to help assist in looking at progress across time.

It functions both as a storage software and a presentation tool. It is linked with Powerpoint, thus creating advocacy presentations is as easy as 1-2-3.

We have also partnered with the National Statistical Coordination Board (NSCB) which came up with two significant resolutions to strengthen MDG monitoring both at the national level and with the use of the DevInfo. Another resolution was adopted endorsing the use of the CBMS as a tool to strengthen the local statistical system. We hope that the CBMS could make use of the DevInfo system to facilitate the monitoring and analysis of the MDGs at the local level.

Through CBMS and Devinfo and the Local Poverty Indicators Monitoring System, we can accurately track where we are in achieving the MDGs. Thus, we can formulate policies and implement programs that directly impact on the achievement of the MDGs.

**Final remarks**

We still have a long way to go to make the MDGs a reality at the community level. But definitely, the first step toward achieving the MDGs is by being able to measure where we are in our road toward the MDGs. I congratulate all of you who are committed to implement the CBMS. I commend all of you who have also committed to achieve the MDG goals. Together, the road toward achieving the Millennium Development Goals will not be as daunting as it seems to be.
CBMS as a Tool for Localizing the MDGs

Austere Panadero*

As a signatory to the Millennium Declaration in 2000, the Philippines, together with 189 UN member states, committed to address the global targets set against the eight Millennium Development Goals (MDGs).

The MDGs are the world’s time-bound and quantified targets for addressing extreme poverty and the worst form of human deprivation in its many dimensions - income poverty, hunger, disease, lack of adequate shelter, and exclusion - while promoting gender equality, education, and environment sustainability.

In a decentralized setup of government like the Philippines, the progressive realization of the MDGs is anchored on the contribution of local government units (LGUs) as well as the non-government and private sector organizations.

Roles of LGUs on MDGs

As frontline institutions, the LGUs as well as the non-government organizations (NGOs) and private sector organizations have significant roles to play to realize the MDGs. For most part, the achievement of the MDG targets largely depends on the delivery of devolved services.

As provided under the Local Government Code of 1991 or Republic Act 7160, LGUs assume the primary responsibility for the
provision of basic services and facilities and the improvement of the quality of life of their constituents. Sections 16 and 17, in particular, enumerate basic LGU services such as the promotion of health and safety, promotion of ecological balance and economic prosperity and social justice, maintenance of peace and order, and comfort and convenience of their inhabitants, among others.

Likewise, the Social Reform and Poverty Alleviation Act or Republic Act 8425 gives LGUs the primary role in the fight against poverty and mandates them to implement anti-poverty programs within their respective areas of jurisdiction.

The MDG localization framework
DILG’s role on MDGs

The Department of the Interior and Local Government (DILG) with its oversight role over the local governments, has been tasked as the lead agency for the localization of the MDGs under the Social Development Committee Resolution No. 1 Series of 2003 titled “Expanding the Functions and Composition of the Multi-Sectoral Committee on International Development Commitments (MC-IHDC), Amending the SDC Resolution No. 1 Series of 1996”. Said resolution mandated the MC-IHDC to monitor, report, review and evaluate the Philippines’ compliance to its global commitments on human development, including the MDGs.

In view of this, the DILG identified and established the enabling environment by which the MDG localization framework could be operationalized. Under this, it is deemed important that LGUs are aware of their role and responsibilities for the MDGs and be able to commit themselves to help achieve the targets set. Among the strategies identified in localizing the MDGs is by capacitating local governments to address the MDG goals and targets in their localities. The DILG developed the MDG localization framework (Figure 1) to guide all localization efforts and initiatives to be undertaken. The MDG localization framework likewise has identified a set of desired
outcomes for LGUs to become MDG-responsive which includes the following:

(1) Formulation and implementation of a local development plan incorporating the MDG targets and corresponding increased budget allocation for MDG-responsive PPA s;

(2) Enactment or passage of local policies that facilitate the achievement of the MDGs;

(3) Adoption of a local monitoring system to benchmark LGU contribution in the attainment of MDG targets and to track down accomplishments vis-à-vis targets;

(4) Improvement of the delivery of basic services through the replication of good practices; and

(5) Inclusion of the achievement of MDG targets as one of the performance commitments of the LGUs.

Figure 1. MDG localization framework
How do we localize the MDGs?

Several approaches are being carried out by the DILG in capacitating LGUs to contribute to the attainment of the MDGs and to the upliftment of the quality of life of their constituents. These interventions are particularly stated in DILG Memorandum Circular (MC) No. 2004-152 “Guide to Local Government Units in the Localization of the MDGs” dated November 2004, which provides for:

(a) menu of programs/projects/activities (PPAs) per MDG goal and target to guide LGUs in the preparation and formulation of PPAs that are responsive to MDGs;

(b) a tool for diagnosing local situations using a minimum set of local indicators;

(c) monitor and track responsiveness of LGUs’ PPAs to MDG using a community based monitoring system; and

(d) call for the documentation and replication of good practices.

To facilitate the smooth operationalization of the MDG localization strategies identified under the framework, the DILG established mechanisms for its institutionalization.

First, LGUs are encouraged to formulate their Local Poverty Reduction Action Plans/Agenda and prioritize local budgets for focused interventions for the poor and vulnerable sectors.

Recognizing the limited resources of LGUs, local development efforts should give priority to the delivery of basic services that would directly impact on poverty reduction. A menu of options or a list of local services which were believed to have direct impact on the achievement of the MDGs were identified through a series of consultation workshops with concerned agencies. The agreements and recommendations gained from these were developed into an LGU Guide for MDG Localization.

The LGU Guide recommends specific projects and activities which the LGUs may implement to address MDG targets under each goal. With these options, LGUs are expected to correspondingly
increase their budgetary allocations for basic social services responsive to MDGs.

Second, LGUs are assisted to improve the delivery of basic services by replicating award-winning innovations of other LGUs in providing effective and efficient services to their constituents. An inventory and documentation of MDG Good Practices in Mindanao was developed through a partnership with the Mindanao Economic Development Council (MEDCO) and United Nations Development Programme (UNDP). The inventory showcases model practices which can be replicated in other LGUs such as:

1. Partnership between the LGU and an NGO to combat HIV/AIDS;
2. Improving local revenue generation to provide for delivery of basic services;
3. Promoting volunteerism and self-help in communities;
4. Capacity building of households to address minimum basic needs; and
5. Introducing rewards system to improve service delivery of barangays.

Third, LGUs are being capacitated to institutionalize a local monitoring system for poverty diagnosis and planning and tracking down resources for poverty projects. Developing targets or targeting has been identified as a major weakness of most LGUs in the country as they lack reliable/credible baseline data, particularly poverty statistics. More often than not, LGUs rely on centrally produced data like those coming from National Statistics Office (NSO) and National Statistical Coordination Board (NSCB) for their planning and in some cases, never used any data at all for planning. These data however are not disaggregated at the municipal/city government and barangay government levels—the lower level LGUs that are primarily at the forefront of policy or program execution—thereby making it difficult for local functionaries and or
local development councils to undertake proper targeting and programming.

While a number of local monitoring systems have been developed and are being used at the local level (e.g., MBN-CBIS, MBN-CBPIMS, IRAP, MIMAP-CBMS), consensus among various government agencies agreed to review the existing monitoring tools and establish a set of comparable core indicators across monitoring systems. This resulted to the adoption of the Core Local Poverty Indicators (CLPIs) as shown in Table 1. These indicators are carefully selected human development and income-based indicators from the different local poverty monitoring systems existing at the local level and are deemed to be the minimum set that the LGUs should use for assessing the extent of socio-economic development in their locality. In order to have convergence of efforts, an additional indicator on maternal health was included to harmonize the CLPIs with the MDGs (see also Table 1).

The set of indicators known as the CLPIs are the (13+1) poverty indicators, approved to be adopted for local poverty monitoring by the National Anti-Poverty Commission (NAPC) En Banc Resolution 7 during the 7th NAPC En Banc Meeting on 19 March 2003 and being institutionalized at the local level through DILG MC 2003-92 providing for the adoption of the CLPI in local planning.

The DILG MC-2003-92 provides the guidelines to aid the local government units, especially those without a local monitoring tool, in assessing and understanding poverty and its dimensions at the provinces, cities, municipalities, and barangays. Further, it also provided some guide for the formulation of local poverty reduction action plans. The Guideline encourages the use of the Core Local Poverty Indicator Monitoring System (CLPIMS) for MDG benchmarking and poverty monitoring tool.

**CBMS as the data collection instrument for CLPIMS**

By and large, the DILG recognized the absence of a system that would capture the necessary set of information to be used in poverty
Table 1. The Core Local Poverty Indicators harmonized with the MDGs

<table>
<thead>
<tr>
<th>MDG</th>
<th>Core Local Poverty Indicators (CLPIs)</th>
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| Goal 1: Eradicate extreme poverty and hunger | - Proportion of households with income less than the poverty threshold  
- Proportion of households with income less than the food threshold  
- Proportion of persons aged 15 years old and above who are not working but are actively seeking work  
- Proportion of children 0-5 years old who are moderately and severely underweight (below normal-low and below normal-very low)  
- Proportion of households who eat less than three full meals a day  
- Proportion of household members victimized by crime |
| Goal 2: Achieve universal primary education | - Proportion of 6-12 year-old children who are not in elementary school  
- Proportion of 13-16 year-olds who are not in secondary school |
| Goal 3: Promote gender equality           | (can be generated from indicators Goal 2 since data are gender disaggregated)                          |
| Goal 4: Reduce child mortality           | - Proportion of children under five years old who died                                                |
| Goal 5: Improve maternal health          | - Proportion of women who died due to pregnancy related causes                                        |
| Goal 6: Combat HIV/AIDS, malaria, and other infectious diseases | - Proportion of households without access to safe water  
- Proportion of households without sanitary toilets |
| Goal 7: Ensure environmental sustainability | - Proportion of households who are squatters  
- Proportion of households with makeshift housing                                                     |

diagnosis and planning. Thus, with the forging of a partnership with the CBMS Network Coordinating Team, the DILG has adopted the Community-Based Monitoring System (CBMS) as the data collection and processing instrument for CLPIMS.

The CBMS as a tool for generating the CLPIs at the local level, complements the national government’s poverty monitoring systems. CBMS fills in the void of information at the local level and supplies
disaggregated information to be able to diagnose poverty and identify appropriate interventions to targeted beneficiaries at the local level.

Having established a more collaborative effort between the DILG and the CBMS Network group, the CBMS now has been incorporated in the various projects of the DILG, particularly on poverty diagnosis and benchmarking of local MDG progress under the project “Strengthening Local Government Capacity for Poverty Assessment, Plan Formulation and Monitoring” of the World Bank-ASEM Technical for Poverty Monitoring and Analysis. The three pilot provinces which include Marinduque, Camiguin and Masbate which have adopted the CLPIMS through the institutionalization of the CBMS.

These three provinces are now in various stages of institutionalizing the monitoring system in their respective provinces. The Province of Marinduque, for instance, has seen the benefits of CBMS in the preparation of socio-economic profile for the barangays, municipalities and the province. The province, together with its component municipalities, is now in the process of formulating its LPRAPs through the identification of needs/problems and appropriate responses to the causes of the problems. Planning and design of development programs and policies were also identified and included in their plans. The project impact monitoring and evaluation scheme was also introduced to track down the responsiveness of the PPAs developed by the barangay, municipal and provincial governments.

The Province of Camiguin, on the other hand, has organized its pool of trainors and started with its capability-building activities for the enumerators while the Province of Masbate is about to commence its implementation by the first week of October.

Furthermore, CBMS is also being advocated as the instrument for the MDG monitoring in the 12 MDG pilot cities being supported by the UNDP, namely:

- Marikina, Muntinlupa, and Pasay in the NCR;
- Antipolo, Tagaytay, San Jose Del Monte, Science City of Munoz, and Sorsogon in Luzon;
- Calbayog and Mandaue in the Visayas; and
- Iligan and Samal in Mindanao.

These areas were chosen because of their potential for success as well as their capacity to influence and trigger multiplier effects in surrounding municipalities.

The Science City of Muñoz of Nueva Ecija has already used the generated information from CBMS in securing assistance from donor agencies while the City of San Jose del Monte in Bulacan is underway in the full implementation of the CBMS, starting with its data collection activities.

**Commitment to Institutionalize CBMS**

Because of the proven benefits of the CBMS among the local government units, the DILG commits to advocate its use as the data collection instrument for poverty diagnosis and planning as well as an integral component of development planning and investment programming. The CBMS is also being considered a local governance tool.

In fact, we are already institutionalizing the CBMS as the instrument to generate the CLPIs for poverty diagnosis and planning and for monitoring local progress on the MDGs. With the conclusion of the National Trainors Training for Regional MDG and Poverty Focal Persons last July, the regional offices are now in full blast advocating the establishment of CBMS at the local levels.

In view of this, the DILG and CBMS should strengthen their partnership to facilitate the transfer of technology such as technical assistance and development of tools for the use of the LGUs in the CBMS implementation. In the end, this will lead to a better process of poverty diagnosis, MDG monitoring, and development planning.
Setting Up of a Good Database in Support of the MDG Localization: The Case of Science City of Muñoz

Nestor Alvarez*

We are only a small city with a population of around 65,000 based on the 2000 census. With a land area of 163.05 square kilometers (sq km), our economy is predominantly agricultural. We became a city only on December 9, 2000.

Through the years, we have been a recipient of three Galing Pook Awards and two other best practice awards in the Philippines. Because of these, the City of Muñoz became one of the pilot cities for the localization of the Millennium Development Goals (MDGs). The MDG localization is, for us, a very important process because it will help address most of the problems being experienced by many cities like Muñoz. For instance, Muñoz suffers from a high poverty incidence especially in the rural villages. Eighty-one percent of the City’s households are living below the poverty line. There is the clamor to free Muñoz from poverty.

We therefore need to maximize our limited funds and resources given our growing population. These matters could be addressed properly through the localization of the MDGs.

* City Mayor, Science City of Muñoz, Nueva Ecija. The paper was presented by Mr. Eric Tubalinal, Acting City Planning and Development Coordinator.
Muñoz’s response to the MDG localization
In order to help achieve the 8 MDGs in the Science City of Muñoz, the city government adopted the following processes for the localization of the MDGs:

- City consultations and MDG target setting;
- Alignment of MDG targets with the City’s plans and budgets;
- Issuance of a City Council resolution adopting the MDG targets;
- City-wide launching of MDG targets and groundbreaking of projects;
- Updating of the City’s poverty baseline using a city poverty monitoring system;
- Institutional development; and
- Development of monitoring and evaluation systems – report card system and performance measurement tool.

A key requirement for the MDG localization is the need for better and more updated information. Our baseline data (2000) are no longer suitable for planning, budgeting, and properly prioritizing the needs of the times, especially in terms of mainstreaming the MDGs. We have data gaps and these can lead to gaps in delivering services to our constituents. As such, we have to have a good database.

CBMS as an answer
The old tool for setting baseline information is no longer responsive to the localization of the MDGs. It is fortunate that we have the tool of the Local Poverty Indicators Monitoring System, which corresponds to the community-based monitoring system (CBMS). This system was designed particularly for MDG localization as endorsed by the National Anti-Poverty Commission (NAPC), Department of the Interior and Local Government (DILG) and United Nations Development Programme (UNDP).

How did we go about with the CBMS process? Basically, we went through the following:
- Creation, through an Executive Order, of the body that shall ensure the efficient and effective conduct of the process.
- Orientation of the city departments concerned, barangay officials and would-be supervisors and enumerators.
- Capacity building of the supervisors and enumerators for each barangay through the help of the Bureau of Local Government Development of the DILG.
- Conduct of the survey proper with barangay health workers (BHW) and barangay nutrition scholars (BNS) as enumerators.
- Encoding and digitizing of barangay maps.
- Conduct of training on the collation of barangay data and on the operation of the software program developed by the CBMS Team.
- Conduct of training on data processing and analysis.
- Conduct of data validation per barangay.

**Major concerns and recommendations**

In order for the localization of the MDGs to succeed, there has to be a lot of political will on the part of the local chief executive because he holds the success or failure of this process. At the same time, there is a need to ensure adequate funding for the materials and their printing, training, honoraria, and others.

The process is labor intensive and thus, there is a need to field in a good number of people to be used as enumerators to gather the information.

All these notwithstanding, we still recommend that all local government units (LGUs) should engage in this process in order to have the right picture within their area and the knowledge on where to intervene and what program to be implemented. If one can solve the data gaps then delivery of service gaps may also be solved.

We also recommend that LGUs should coordinate with the proper agency in the government (Bureau of Local Government Development) and with the CBMS Team. There must also be a budget
appropriation solely for this purpose. Barangay-based organization such as the BHW and BNS should be utilized because they know their own barangays. In addition, there must be a proper information campaign and provision of the necessary logistics.

At this point, allow me to share with you the news that one of our barangays, Barangay Labney, was declared an MDG Demo Site on February 24, 2005, with no less than His Excellency, Vice President Noli De Castro, and Ms. Deborah Landey, Resident Coordinator of the UNDP, as the Guest of Honors.

Finally, let me reiterate that the CBMS is a very important tool and must be treated with utmost confidentiality. It should not be used for other purposes other than planning and budgeting. If done properly, it can help do wonders in the improvement of the socioeconomic status of an area and in the achievement of the MDGs.
Localizing the MDGs in Pasay City

Rolando Londonio*

From a pilot's vantage point, the view that can be seen would be the sprawl of Pasay City's usual urban landmarks: multi-storey structures of glass and steel towering over low-level houses and pockets of green.

Height and distance of course lend enchantment. Prowling around on foot, however, reveals a different picture: a city that seethes and hisses like a cauldron, enmeshed in a labyrinth of streets and anguished with the ills that perplex most cities - population pressure, housing shortages, slums, smog, juvenile delinquency, crime, inadequate water supply, and the curse of automobile.

Pasay's resident population of 423,369 is more than doubled each day by workers reporting for work from other districts and by armies of commuters passing through, turning streets into hectic lanes of human commotion and mechanical motion.

Pasay has 201 barangays covering a total land area of 19 square kilometers (sq. kms.). Out of this, 5.5 sq kms comprise the city proper, carrying an extremely heavy population density of 22,843 persons per sq km. The remaining areas, meanwhile, are dedicated to the Ninoy Aquino International Airport (NAIA), the Villamor Air Base, and the reclamation area.

* City Cooperative Officer, Pasay City Government.
More recently, a sharp change has occurred in the skyline of the city, with more than 150 hectares in the reclamation area being converted into Pasay’s newest Commercial Business District (CBD), a growth area that will spell prosperity in the city.

At the same time, both the domestic and international airports that are in Pasay serve as the city’s link with the outside world. Pasay greets an average of two million foreigners annually and has seen off at least three million Filipino workers in search of better chances in foreign lands.

The challenge
Pasay is a crossroads, a junction, a meeting point. People from every part of the country and the world come in and out of the city every day. It is also a place where wealth and poverty exist side by side.

The vast majority of Pasay’s poor citizens are jampacked in places that are often defined by the way people conduct their daily lives. They are squeezed in rooms, surrounded with all the standard manifestations of modern accessory. Elsewhere, the city dazzles with neon signs flashing messages in rainbow colors as determined by the variety of the establishments’ business nature – cinemas, bowling alleys, carnival rides, restaurants, beer joints, dance halls, spas, massage parlors, casinos, karaoke/videoke bars and motels/hotels.

Cars and buses rush by like charging bulls and then groan to sudden stops to load or unload passengers. The avenues are choked with the metal flow of vehicles and whirl like a vortex of frenetic activity. Jumbo jetliners glide down like giant seabirds, not quite two hundred feet above the light railway trains (LRTs and MRTs).

One can only imagine the flaring tempers that arise from this chaos. Crowded streets in Pasay subject its citizens to stress in many forms. Traffic is an agony and parking is a headache.

Facing the challenge
As can be seen from the above, Pasay has long exceeded the limits of its ability to accommodate its swelling population. Controlling the
growth of squatter settlements for one has become an intractable problem. Most of the informal settlers are casual laborers doing work whenever it is available and are often unemployed for months. It therefore becomes a huge task for the City to provide the basic necessities for its residents.

In terms of meeting the people’s health service requirements, though, Pasay has been up to the task, having 3 public hospitals, 12 Sentrong Sigla certified health centers, 4 private hospitals and 104 private medical and dental clinics.

In line with the national government’s policy, meanwhile, Pasay City places education first on its list of priorities. In pursuit of nation building, it maintains a local educational system that promotes a close tie-up between the public and private sectors. The Philippine School for the Deaf and Blind, for instance, was established in Pasay in 1923 where the city government made provisions for the beneficiaries’ subsistence and clothing. The Pasay City government also established a center catering to special children in Pasay. Pasay also established 84 day care centers for early childhood care and development among the low-income households.

As for safety and security, there are more than 300 policemen deployed to render assistance to Pasay residents. In this city that never sleeps, police officers are always on their toes, on active work and round-the-clock service to the public.

**Preconditions**

Pasay, like other cities, is a living organism. It grows and continues to evolve. Some of its parts deteriorate for one reason or another while other parts are thriving centers of employment and economic activities. Many of Pasay’s older neighborhoods are a mere shadow of their former glory with the quality of life in these communities declining. There is thus a need to immediately address the worsening depressed situation in these communities.

In view of this, Pasay intends to apply the following approaches in addressing the situation: a) revitalization (economic development
driven); b) regeneration (social development driven); c) renewal (physical development driven); d) conservation (preservation and restoration); and e) development (greenfield development).

In the 90s, the city was tagged as a “sensual” city where sexual gossip abound. Illicit relationships, true or imagined, were staples of conversation. Outsiders thought of Pasay primarily as a place of sexual license. It was during this time that a group of pastors and ministers in Pasay, determined to get involved in changing the image of the city, committed themselves to pray early in the morning on a weekly basis for God’s intercession to help attain this goal. Their prayer was “Lord, transform Pasay from Sin city to Saint city.” This church-based NGO called Brotherhood of Christian Ministers in Pasay (BCMP), together with the Pasay City Government, initiated the implementation of the Bayanihan Banking Program (BBP), a mass-based financial intermediation system for the poor.

This public-private-civil society partnership-driven poverty reduction program operated under four core values. First, “Seek the welfare of the city” wherein they popularized a mindset that when the city prospers, the people prosper; but when the city falls, all the people suffer. Second, “No God, No success” where it was emphasized that values formation is necessary to sustain a good program. Third, “All can save” where everybody is enjoined to inculcate the savings habit. And fourth is Synergy wherein there is power in unity. The BBP was cited by President Gloria Macapagal Arroyo in 2002, as one of the most outstanding practices on good local governance.

Pasay City has always believed that the city’s transformation through good local governance is not the job of the government alone, nor of the private sector or the civil society alone. It is rather through the combination of these three sectors where partnership is the key. Inspired by the success of the BBP, the City also decided to partner with the Philippine Urban Forum (PUF) to conduct the “Bahanggunihan”, the national action agenda for good urban governance and secure tenure of the League of Cities of the Philippines.
(LCP), in cooperation with the UNDP/UN-Habitat. This PUF initiative led to the inclusion of Pasay City as one of the 12 pilot cities for the Millennium Development Goals (MDG) localization in 2004.

**Strategies for MDG localization**

Committed to achieve the MDGs and to ensure that the City will maximize all the available resources in providing the right policy framework to help its residents gain access to the best quality of life possible, Pasay has come up with the following strategies:

1. Establish local benchmarks on each MDG target and integrate the MDGs into City Development Plans;
2. Adopt policies and programs to facilitate the achievement of the MDGs;
3. Realign existing programs, projects and activities toward the achievement of the MDGs;
4. Increase budgetary allocation for MDG-related social services; and
5. Replicate MDG-responsive good practices.

Below are discussions on the details of these strategies.

**Strategy 1**

This strategy of using the CBMS is an organized public-private-civil society partnership program of collecting, analyzing and disseminating MDG-based development indicators/data about the state of the community and city. The CBMS is an economic tool that gauges the living condition of each household in every barangay using MDG-based development indicators. It also serves as a planning device to increase the level of awareness and understanding of the community, private and government agencies for participatory discussion and identification of development interventions and policies to be used in the preparation of short, medium, and long term plans. It is a strategic development planning framework for barangay and city development planning and management.
**Action steps**

Below are the actions taken to implement the first strategy.

1. Creation of the Project Management Action Team (PMAT) composed of the CBMS Network, BCMP, City Planning and Development Office (CPDO), City Cooperative Office (COOP), and Department of Social Welfare and Development (DSWD).

2. Selection of CBMS and Fact-Based Intervention Exchange (FBI Ex) enumerators from the barangay, NGOs and city government employees. Application, interviews and orientation of these enumerators were conducted at the City Planning and Development Office (CPDO) and City Cooperative Office.

3. Conduct of consultation meetings and orientations per zone. The community (barangay officials, BDC, and NGOs) is briefed on the project, its objectives, benefits, functions and responsibilities of relevant stakeholders.

4. Conduct of training for and mobilization of CBMS enumerators, encoders, and relevant stakeholders.

5. Conduct of training on data processing for selected technical personnel. Encoding techniques were given for an effective and efficient processing of data gathered.

6. Conduct of community validation of CBMS results in all 201 barangays. CBMS results were printed and presented in maps/tables. The proceedings and results of the community validation were documented.

7. Conduct of workshop/writeshop for barangay development council on MDGs, rights-based approach, and multi-sectoral barangay development planning (20 zones). Expected output from this is the MDG-responsive barangay development plan (BDP).
8. Conduct of forums and meetings for CBMS and FBI Ex enumerators, encoders, data processors and PMAT for continuous guidance and monitoring.

**Strategies 2, 3 and 4**

These strategies are accomplished by implementing the Fact-Based Intervention Exchange (FBI Ex), an MDG-Corporate Social Responsibility (MDG-CSR) based program of making available an effective and efficient need-solution exchange system that will greatly reduce the time and effort in searching for solutions, filling up vacancies and addressing unmet needs. This will forge the active partnership of the local government of Pasay, the Pasay residents and the business community through the practice of corporate social responsibility.

**Action steps**

1. Selection by the PMAT of FBI Ex enumerators from the barangay, NGOs and employees of the city government.
2. Conduct of training on FBI Ex enumerators, encoders and relevant stakeholders.
3. Mobilization of FBI Ex enumerators and locators/mappers to survey selected business establishments.
4. Conduct of a 2-day workshop on strategizing the FBI Ex survey stages and formation of FBI Ex consortia of solution providers to be participated by the PMAT, Small-Medium Enterprise Development Council (SMEDC), Technical Education Skills Development Council (TESDC), NGAs, selected department heads of the city government, BCMP, Bayanihan Council, and barangay officials. Expected output will be the final draft of the FBI Ex survey instrument for socially responsible business establishments. A work plan of the formation of demand-oriented FBI Ex consortia of solution providers has also been developed.
5. Conduct of FBI Ex focused group discussion (FGD1) on employment issues (selected establishments and government agencies, NGOs). The expected outputs are the work plan and communication plan on the formation of Satellite Barangay Employment Service Office (SBESO) in SBESO-ready barangays with computer facilities.

6. Conduct of one-day workshop for the barangay officials and relevant NGOs on the SBESO operation in cooperation with the Pasay City government, and the Department of Labo and Employment-National Capital Region (DOLE-NCR)/DOLE-BLE in 20 zones. Also included in the workshop is the installation of skills/employment-related software programs. The expected outputs are SBESO workshops for 201 barangays and the commitment to establish at least 40 SBESOs.

7. Conduct of the FGD2 on capability building, technical assistance, and HRD-related issues for selected establishments, training providers, government agencies, and NGOs. The expected outputs are the work plan and communication plan of the establishment of the Consortia of Training and Equipping Providers on Technical Education and Skills Development. The list of demand-oriented skills training and livelihood courses for self-employment (TESDC) are provided.

8. Conduct of the FGD3 on the formation of manpower/skills services consortia in Pasay to be participated by the representatives of employed, unemployed and underemployed barangay residents. The discussion group also includes small construction workers and home-based workers, Informal sector representatives, and Overseas Filipino Workers (OFWs). The manpower/skills services organization shall be owned and operated by the employable residents of Pasay. The expected output is the work and communication plan of the manpower/skills organization and its functions.

9. Conduct of the FGD4 for the top 500 corporations in Pasay on MDG localization and Corporate Social Responsibility
initiatives and programs. Participants in this meeting were
selected big corporations, the City Mayor and department
heads, and other national government agencies. The expected
output is the work and communication plan on the
establishment of a regular forum on MDG-CSR in Pasay. The
commitment of the top corporations was solicited to actively
participate in the city’s development. Public-private partnership
was forged and a schedule of regular fora was firmed up.

10. Conduct of the FGD5 for small and medium enterprises
(SMEs) on MDG localization and the formation of the
consortia of socially responsible SMEs. Participants included
selected SMEs, the City Mayor and department heads, and
other NGAs. The expected output is the work and
communication plan on the establishment of a consortium of
MDG-based CSR SMEs or SMEDC. Inputs for the FBI Ex
survey questionnaire were generated and a schedule of regular
SMEDC meetings was firmed up.

11. Conduct of the FGD6 for church-based NGOs (BCMP) on
Barangay Family Strengthening Program for the MDG
localization in each family or household. The expected output
is the work and communication plan on the establishment of
a consortium of Barangay Family Strengthening Networks.
There is also a schedule of a 2-day Barangay Family
Strengthening Workshop for barangay officials, church-based
NGOs, and target heads of families/households.

12. Conduct of the FGD7 on call center employment demands to
be participated by the TESDA, training providers, schools,
and resource persons in English communication and listening
skills. The expected output is the work and communication
plan of the formation of a Consortium of Call Center
Employment and Equipping (CCCEE).

13. Conduct of a 5-day workshop on MDG-Family Strengthening
Program Operation for 50 selected Barangay Family
Networkers (BFN). The expected outputs are: 50 trained and
equipped BFNs for mobilization as well as BFN operations manual.

14. Conduct of a forum for all FBI Ex Consortia Coordinators for regular coaching and monitoring. The expected outputs are the formulation of a feedback mechanism, design of a monitoring and evaluation system, and knowledge and experience sharing and documentation.

**Strategy 5**
A strategic alliance should be built during the consultation meetings among the relevant stakeholders of different MDG-responsive programs. An Information, Education and Communication (IEC) Plan for each program should be formulated and trained promoters should be designated to handle program orientations, Lakbay Aral, demonstration sites, and field visits.

**Action steps**
1. Accomplishment of project documentation and knowledge management through video or print page.
2. Formation of a pool of CBMS trainers for mobile orientation and training/workshop. Conduct CBMS roadshow or MDG-LAP-on-wheels for replication in other LGUs and establish demonstration sites for field visits.
3. Publication and promotion of CBMS/MDG-LAP in local newspapers, radio/tv programs, and websites.
4. Distribution of MDG-LAP tool kits in CDs, VHS, primers, training manual, etc.
5. Dissemination of newsletter and release of newspaper features with at least one issue per month.

**Budget for 2005 Pasay MDG localization workplan**
To be able to accomplish all the plans laid down and translate the strategies into concrete action and outcomes, the presence and allocation of resources is crucial. For this, the Pasay City government
prepared its 2005 action plan and budget for the MDG localization program as shown in Table 1. The detailed budget and strategies for the accomplishment of each of the 8 MDGs are shown in Appendix 1.

<table>
<thead>
<tr>
<th>Millennium Development Goals</th>
<th>LGU Budget (PhP)</th>
<th>Other Sources (PhP)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Eradicate Poverty</td>
<td>26,25M</td>
<td>6.50M</td>
</tr>
<tr>
<td>2. Achieve Primary Education</td>
<td>210.97M</td>
<td>1.30M</td>
</tr>
<tr>
<td>3. Gender Equality</td>
<td>3.15M</td>
<td></td>
</tr>
<tr>
<td>4. Child Mortality</td>
<td>1.82M</td>
<td></td>
</tr>
<tr>
<td>5. Maternal Health</td>
<td>10.10M</td>
<td></td>
</tr>
<tr>
<td>6. HIV/AIDS Control</td>
<td>0.30M</td>
<td></td>
</tr>
<tr>
<td>7. Environment</td>
<td>92.00M</td>
<td></td>
</tr>
<tr>
<td>8. Global Partnership</td>
<td>1.45M</td>
<td>1.00M</td>
</tr>
<tr>
<td>TOTAL</td>
<td>370.79M</td>
<td>8.80M</td>
</tr>
</tbody>
</table>

Wrapping up
Poverty and all its attendant problems remain the biggest and most persistent obstacles to Philippine progress. The magnitude of these problems requires a commensurate level of response and commitment from the local government, business community and the civil society to make a difference. The private sector has steadily become involved in this task, with Corporate Social Responsibility (CSR) as the instrument of hope. The role of business in helping alleviate poverty is undeniable; the private sector is central to the lives of the poor and has the power to make those lives better.

An emerging proposition is that the poor are no longer objects of benevolence but are themselves a considerable segment of society with an equal stake to growth and development. Business can help in developing their capacity to join the marketplace, and eventually bring them to the mainstream of society as contributors and consumers in the marketplace.

The Philippine business sector has already presented a milestone contribution for the attainment of the MDGs through their square-table discussion. They called it, “Responding to the Millennium Challenge: a Roadmap for Philippine Business.” It is a roadmap for
the business community to adopt in order to achieve the MDGs. They presented 4 major areas of focus where business establishments should heavily invest socially - poverty, education, health and environment.

The Pasay City Government, through its MDG Localization Action Plan, will harness the potentials of the business and civil society sectors to facilitate SMART partnership. Pasay calls it “Bayanihan”. Pasay’s CBMS and FBI Ex implementation demonstrates that the potential effect of pooled resources is greater than the individual thrust. A common business agenda for the attainment of the MDGs can help focus the combined resources toward areas of critical involvement. It is a synergy that will surely translate the MDGs from aspiration to action.
## Appendix 1

Appendix Table 1. Budget and action plan of the MDG 1 (Eradicate Extreme Poverty and Hunger)

<table>
<thead>
<tr>
<th>Target</th>
<th>Programs</th>
<th>Brief Description</th>
<th>Partnership</th>
<th>Budget PhP</th>
<th>Outcome</th>
</tr>
</thead>
<tbody>
<tr>
<td>From 1 to 200 barangays</td>
<td>(CBMS)</td>
<td>Poverty Diagnosis/barangay (benchmarking and monitoring tool)</td>
<td>CBMS-Network, BCMP, LDC</td>
<td>2.0M</td>
<td>MDG-based Poverty Profile per barangay</td>
</tr>
<tr>
<td>201 barangays</td>
<td>FBI Exchange</td>
<td>Quick Matching of Needs vs. Solution Providers</td>
<td>BCMP, LDC, UN Habitat</td>
<td>1.4M</td>
<td>FBI work order and BD Plan</td>
</tr>
<tr>
<td>70 depressed barangays</td>
<td>Bayanihan Banking Program</td>
<td>Savings-based intermediation system</td>
<td>BCMP, Cooperatives, CDO</td>
<td>0.3M</td>
<td>Self-help Group Formation in 70 bgys</td>
</tr>
<tr>
<td>5,000 Referrals</td>
<td>Barangay Job Fair (BJF)</td>
<td>Increase employment rate</td>
<td>Industries, PESO</td>
<td>0.15M</td>
<td>37 BJFs</td>
</tr>
<tr>
<td>19,000 high school students from 5 schools</td>
<td>Youth Empowerment thru Self-help Operation (YESO)</td>
<td>Savings, investment and entrepreneurship among high school students</td>
<td>BCMP, Primary Cooperatives</td>
<td>0.30M</td>
<td>YESO installed in 4 public high schools</td>
</tr>
<tr>
<td>3,000 households priority</td>
<td>Tanay-Tripa Relocation</td>
<td>House and lot provision for the IS</td>
<td>PHB, PCIACH, Psy-Tanay LGUs</td>
<td>20.0M</td>
<td>15 HOAs relocated</td>
</tr>
<tr>
<td>10 livelihood training</td>
<td>TESDC for Self-employment</td>
<td>Livelihood training</td>
<td>TESDA, OYSTER, BCMP, LDC</td>
<td>0.1M</td>
<td>10 Trainings</td>
</tr>
<tr>
<td>20 Zones</td>
<td>COPS, Anti-Drug, PNP programs</td>
<td>Maintains peace and order</td>
<td>PNP</td>
<td>2.0M</td>
<td>20 Zones</td>
</tr>
</tbody>
</table>
## Appendix Table 2: Budget and action plan for MDG 2 (Achieve Universal Primary Education) (PhP 2107.97M)

<table>
<thead>
<tr>
<th>Target</th>
<th>Programs</th>
<th>Brief Description</th>
<th>Partnership</th>
<th>Budget PhP</th>
<th>Outcome</th>
</tr>
</thead>
<tbody>
<tr>
<td>Increase elementary and secondary education participation rate by 1% and 2% respectively</td>
<td>Build and improve school facilities and improvement</td>
<td>Day-Care services, programme ECCD promotion</td>
<td>CEO, DepEd</td>
<td>207 M</td>
<td>1% and 2% increase in elementary and secondary school participation rate</td>
</tr>
<tr>
<td>5,460 (3.5 years old)</td>
<td>91 public and private day care services with ECCD</td>
<td>Free tuition fees, allowances</td>
<td>DSWD and private establishments, Petron, UNICEF</td>
<td>0.67 M</td>
<td>5,460 students</td>
</tr>
<tr>
<td>100 elem and 1000 secondary students</td>
<td>ECCD training for Daycare workers</td>
<td>DSWD, Public and private schools</td>
<td>DSWD, UNICEF, Rotary</td>
<td>0.10 M</td>
<td>1,100 indigent students</td>
</tr>
<tr>
<td>239 students (SPED)</td>
<td>Capacity building for basic education providers</td>
<td>DSWD, Public and private schools</td>
<td>DSWD, UNICEF</td>
<td>0.10 M</td>
<td>70% increase of accredited daycare workers</td>
</tr>
<tr>
<td>239 students</td>
<td>SPED center for special children</td>
<td>DSWD</td>
<td>DepEd, SPED, PTCA, Local School Board, CHO, UNICEF</td>
<td>3.1 M</td>
<td>239 students</td>
</tr>
</tbody>
</table>

### Programs
- **School establishment and facilities improvement**
- **Day-Care services**
- **Program ECCD promotion**
- **Petron, UNICEF scholarship for the indigents**
- **ECCD training for Daycare workers**
- **Capacity building for basic education providers**
- **SPED center for special children**
Appendix Table 3. Budget and action plan for MDG 3 (Promote Gender Equality and Empower Women)

<table>
<thead>
<tr>
<th>Target</th>
<th>Programs</th>
<th>Brief Description</th>
<th>Partnership</th>
<th>Budget PhP</th>
<th>Outcome</th>
</tr>
</thead>
<tbody>
<tr>
<td>Budget included in the Annual Development Plan</td>
<td>Gender and Development Plan (GAD)</td>
<td>GAD issues and concerns to be mainstreamed into City Development Plan</td>
<td>GAD Council, TWG</td>
<td>2.8M</td>
<td>GAD work plan</td>
</tr>
<tr>
<td>From 10-20 Solo parents</td>
<td>Solo parent ID for the indigent</td>
<td>Referral for assistance</td>
<td>DSWD</td>
<td>0.02M</td>
<td>20 solo parents</td>
</tr>
<tr>
<td>Greater than 50 clients</td>
<td>Women’s and children’s desk</td>
<td>Prevent women and children’s abuse</td>
<td>PNP, DSWD</td>
<td>0.3M</td>
<td>50 clients</td>
</tr>
<tr>
<td>2 training with 100 participants</td>
<td>Income generation and livelihood training</td>
<td>Economic upliftment for women</td>
<td>TESDA, Colgate,</td>
<td>0.03M</td>
<td>2 training</td>
</tr>
</tbody>
</table>
**Appendix Table 4. Budget and action plan for MDG 4 (Reduce Child Mortality)**

<table>
<thead>
<tr>
<th>Target</th>
<th>Programs</th>
<th>Brief Description</th>
<th>Partnership</th>
<th>Budget PhP</th>
<th>Outcome</th>
</tr>
</thead>
<tbody>
<tr>
<td>Decrease the infant mortality rate</td>
<td>Child care (Expanded program on immunization, diarrhea control, etc)</td>
<td>Minimize proportion of infant deaths</td>
<td>CHO, DOH</td>
<td>0.06M</td>
<td>22/1000 live births to 11/1000 live births</td>
</tr>
<tr>
<td>Decrease the under-5 malnutrition</td>
<td>Under-five clinic, health and nutrition program</td>
<td>Prevent malnutrition prevalence</td>
<td>CHO, DOH, UNICEF</td>
<td>0.06M</td>
<td>1.9% to 0.5% under-5 malnutrition</td>
</tr>
<tr>
<td>Decrease the infant mortality rate</td>
<td>Efficient and effective operation of 13 health centers</td>
<td>Increase access to quality CM-CHNS</td>
<td>CHO, DOH</td>
<td>1.70M</td>
<td>From 22/1000 live births 11/1000 live births</td>
</tr>
</tbody>
</table>
Appendix Table 5. Budget and action plan for MDG 5 (Improve Maternal Health)

<table>
<thead>
<tr>
<th>Target</th>
<th>Programs</th>
<th>Brief Description</th>
<th>Partnership</th>
<th>Budget PhP</th>
<th>Outcome</th>
</tr>
</thead>
<tbody>
<tr>
<td>Decrease the maternal mortality rate from 2/1000 to 1/1000</td>
<td>Maternal care (Pre-natal and post natal Care, nutrition, family planning)</td>
<td>Improved health and nutrition of women in the high risk areas</td>
<td>CHO</td>
<td>0.07 M</td>
<td>1/1000 maternal mortality rate</td>
</tr>
<tr>
<td>70 depressed barangays</td>
<td>Ligtas buntis</td>
<td>Advocacy on safe motherhood</td>
<td>DOH, BHW, CHO</td>
<td>0.03 M</td>
<td>70 barangays</td>
</tr>
<tr>
<td>Increase the number of health centers from 13 to 14</td>
<td>Quality health centers operation</td>
<td>Maintain Sentrong Sigla standards</td>
<td>DOH</td>
<td>1.80 M</td>
<td>14 health center facilities</td>
</tr>
<tr>
<td>Increase the coverage of access to Philhealth from 12,049 to 13,333 members</td>
<td>Expanded Philhealth plus</td>
<td>Increase access to outpatient benefit package</td>
<td>DOH, UNICEF</td>
<td>8.00 M</td>
<td>13,333 indigent households</td>
</tr>
<tr>
<td>Maintain/ sustain 47% contraceptive prevalence rate</td>
<td>Increase contraceptive prevalence rate</td>
<td>Market segmentation of family planning clients</td>
<td>CHO</td>
<td>0.1</td>
<td>47% contraceptive prevalence rate</td>
</tr>
<tr>
<td>100% pregnant women with at least 3 prenatal visit per trimester</td>
<td>Quality prenatal care</td>
<td>Promotion through education, information campaign, administration of tetanus toxoid immunization</td>
<td>CHO</td>
<td>0.1</td>
<td>100% pregnant women with at least 3 prenatal visit per trimester</td>
</tr>
</tbody>
</table>
### Appendix Table 6. Budget and action plan for MDG 6 (HIV/AIDS Spread Control and Reversal)

<table>
<thead>
<tr>
<th>Target</th>
<th>Programs</th>
<th>Brief Description</th>
<th>Partnership</th>
<th>Budget PhP</th>
<th>Out come</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than 1% of population</td>
<td>HIV/AIDS Surveillance (SERO and Behavioral)</td>
<td>Effective monitoring</td>
<td>CHO</td>
<td>0.08M</td>
<td>Less than 1%</td>
</tr>
<tr>
<td>100% safe sex</td>
<td>STD/HIV/AIDS orientation for CSWs in clubs, restaurants, fun houses, videokes</td>
<td>Awareness campaign through seminar and IEC materials</td>
<td>CHO</td>
<td>0.05M</td>
<td>100% safe sex</td>
</tr>
<tr>
<td>Increase to 60% safe sex practice</td>
<td>Family planning, Family welfare program</td>
<td>Awareness and values formation</td>
<td>CHO</td>
<td>0.05M</td>
<td>Increase to 40-60% safe sex practice</td>
</tr>
<tr>
<td>19,000 students KAB change</td>
<td>YESO program for the 4 public high schools in Pasay</td>
<td>HIV/AIDS awareness for high school students</td>
<td>BCMP, Coop</td>
<td>0.12M</td>
<td>19,000 students changed KAB</td>
</tr>
<tr>
<td>Strengthened partnership</td>
<td>Continuous networking with NGOs</td>
<td>Building of strategic alliances with relevant stakeholders</td>
<td>Kabalikat, Belen, Pasay, PC AIDS council, Child Hope International</td>
<td></td>
<td>Strengthened partners</td>
</tr>
</tbody>
</table>
### Appendix Table 7. Budget and action plan for MDG 7 (Ensure Environmental Sustainability)

<table>
<thead>
<tr>
<th>Target</th>
<th>Programs</th>
<th>Brief Description</th>
<th>Partnership</th>
<th>Budget PhP</th>
<th>Outcome</th>
</tr>
</thead>
<tbody>
<tr>
<td>Efficient garbage collection</td>
<td>Solid waste hauling</td>
<td>Maintain city’s cleanliness</td>
<td>Private haulers, MCT</td>
<td>60.0M per mo</td>
<td>Efficient garbage collection</td>
</tr>
<tr>
<td>30% volume reduction of 1,700 cubic meters/day</td>
<td>Ecological solid waste management (MRF, Hauling)</td>
<td>Segregation, materials recovery facilities</td>
<td>Solid Waste Department, MCT</td>
<td>31M</td>
<td>30% volume reduction of 1,700 cubic meters/day</td>
</tr>
<tr>
<td>201 barangays</td>
<td>Barangay compliance to RA9003</td>
<td>Awareness on waste segregation, MRF estimate</td>
<td>Solid Waste Dept, MCT</td>
<td>1.0M</td>
<td>201 barangays informed</td>
</tr>
<tr>
<td>Information on sewerage system</td>
<td>Sanitation survey</td>
<td>Waterworks, waste water diagnosis</td>
<td>Aprotech-Asia, MCT</td>
<td>0</td>
<td>Techno-transfer on waste water treatment</td>
</tr>
</tbody>
</table>
Appendix Table 8. Budget and action plan for MDG 8 (Global Partnership for Development)

<table>
<thead>
<tr>
<th>Target</th>
<th>Programs</th>
<th>Brief Description</th>
<th>Partnership</th>
<th>Budget PhP</th>
<th>Outcome</th>
</tr>
</thead>
<tbody>
<tr>
<td>MDG work plan</td>
<td>12 Cities MDG Localization</td>
<td>Participation as one of 12 pilot cities</td>
<td>PUF, UN</td>
<td>0.05M</td>
<td>MDG work plan</td>
</tr>
<tr>
<td>Computerized financial</td>
<td>TUGI Bayanihan Banking Program (BBP)</td>
<td>Self-help group formation and Cubis</td>
<td>TUGI-UNDP</td>
<td>0.4M</td>
<td>Cubis software application</td>
</tr>
<tr>
<td>and accounting system</td>
<td>operation</td>
<td>installation</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Supermarket operation</td>
<td>Bayanihan-Sioland people’s mart</td>
<td>BOT super market operation by low-income</td>
<td>Sioland Development</td>
<td>1.0M</td>
<td>Established 1.0M supermarket</td>
</tr>
<tr>
<td></td>
<td></td>
<td>households</td>
<td>Corporation, Yahad,</td>
<td></td>
<td>investment</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Goshen Coops, BC members</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Budget PhP: Philippine Peso
Session 4

Financing Poverty Reduction
Financing Poverty Reduction: Public and Private Sector Initiatives

Celia Reyes*

After we diagnose the extent of poverty, the next question is what do we do to be able to address the problems?

In response to this, we have initiated the CBMS Development Grant Program which aims to address some of the problems that have been identified from the CBMS surveys and to help the local government units (LGUs) implement the interventions that they have formulated in response to the problems. This grant program is being launched today in cooperation with some of our development partners with the goal of promoting good governance and greater transparency in resource allocation.

In particular, we are hoping that through this program, we will be able to build partnerships among local communities and various sectors in the country in the design and implementation of appropriate interventions in pursuing the MDGs, in particular, poverty eradication. We are also hoping to build the institutional capacity of LGUs and NGOs in pursuing poverty eradication strategies and other development programs that are community-owned and based on a comprehensive diagnosis of priorities.

* PEP Co-Director and CBMS Network Leader.
For this afternoon, we have thus invited partners from the public and private sectors who are committed to reducing poverty. They will each present programs that we have respectively developed with them. In addition, we are trying to work out with other development partners for additional grants or facilities that may be made available to LGUs, NGOs and POs to address the problems that have been identified through CBMS.
CBMS-UNDP Development
Grant Program: In Support
of the CBMS Initiative

F e Cabral*

The United Nations Development Programme (UNDP), through its Empowerment of the Poor Portfolio, fully supports the CBMS Team in its effort to help reduce poverty and enhance social and economic development in the country.

We are committed to support initiatives that would support the global call of achieving the Millennium Development Goals (MDGs) by 2015 and reducing human poverty as specified in the UNDP Country Programme Action Plan (CPAP) for 2005-2009.

Under the CPAP, enhancing the capacity of poverty reduction stakeholders in terms of local poverty diagnosis, planning, budgeting and monitoring would be a major output. Thus, we are happy to announce that we are fully cooperating with the CBMS initiative through the CBMS-UNDP Development Grant Program. Through this program, the UNDP would be providing PhP1 million to five local government units at PhP200,000 each to finance programs and interventions that meet community preferences and produce the following desired outcomes:

1. improved access of the poor to basic services and productive resources and decisionmaking mechanisms for socioeconomic empowerment, and

* Program Associate, Empowerment of the Poor Unit, United Nations Development Programme.
2. strengthened capacity of national and local governments in planning, formulating, implementing and monitoring anti-poverty programs and projects, particularly in meeting the minimum basic needs of poor communities and families.

Once again, we wish to congratulate the CBMS Team for this innovative approach for poverty reduction and we reiterate our full support toward the enhancement of capacity of poverty reduction frontliners to help achieve the MDGs and reduce human poverty in this country.

Thank you and good afternoon to all!
Forging Common Agenda Between Government and Nongovernment Sectors in the Fight Against Poverty

Veronica Villavicencio*

In response to the challenge posed to us by the CBMS Team to provide funding assistance for projects that would address the poverty situation in certain provinces that emerged from the CBMS surveys and analyses, the Peace and Equity Foundation (PEF) is hereby committing to support projects in four provinces, namely, Agusan del Sur, Camarines Norte, Eastern Samar and Palawan.

Why did we choose these particular provinces? Partly because we believe that these provinces have the capacity and determination to see that the poverty situation in their respective areas are resolved as early as possible and that the specific targets of the MDGs are achieved. And through this support program, the projects and interventions that would hasten such resolution can be implemented with the help of the CBMS.

Actually, the PEF has prioritized 28 provinces as areas of focus. We have started providing resources to catalyze poverty reduction programs in these provinces. Right now, we are initially working with full attention in 10-12 provinces. Among these are the ones I have mentioned except for Agusan del Sur which is not in our priority list. However, in view of the 2003 FIES results, we decided that the CARAGA region, specifically Agusan del Sur, should be given extra

* Executive Director, Peace and Equity Foundation.
attention at this point. Moreover, the MDG report also indicated that the CARAGA region needs special focus given its very poor conditions.

Our commitment is that the funds should go to the civil society sector, e.g., NGOs, people organizations and community-based organizations, all essentially nongovernment entities. Why so? Because the mandate of the PEF is to promote convergence of the local government with civil society organizations.

This support project through the CBMS for the four provinces mentioned earlier is seen to respond to the poverty situation as gleaned from the common perspective of various stakeholders presented by the CBMS on the basis of its indicators and/or survey results. Moreover, we support the partnership between and among the stakeholders from the civil society organizations and the local government units. And this support program will be an opportunity and the right ground for us to develop common agenda among government and nongovernment sectors.

In our various programs, we have Memoranda of Understanding (MOU) with local government units like the government of Marinduque, which is one of our priority provinces. We also have MOUs with Bohol and Sarangani provinces. This is a standard procedure for us in terms of working with local governments. And we are greatly inspired to have this opportunity anew to be working with and for governments and communities at the local level.

Some poor LGUs have noted that being part of the civil society, our organization, like other NGOs, may at times be very vocal critics of the national government. However, they are very happy that at the local level, we are working together with them.

Finally, may I say that in all these endeavors and support, our wish is always to see that there is sustainability of efforts and programs. And we sincerely believe that this support program through the CBMS is one that will be sustained for a long time.
Panibagong Paraan 2006 as Funding Source for Poverty Reduction Initiatives

Lorraine Hawkins*

Thank you very much for the opportunity to bring to your attention sources of funding for poverty-related initiatives that you may wish to consider for your programs of intervention.

A major source is the Panibagong Paraan 2006, the development marketplace for the Philippines. We have just launched this at our website.

This year, the theme of the development marketplace is “Development with Equity” because we want to include in our work this year the need to reduce inequality and do something about this problem.

We would like therefore to use this year’s funds for those who seek funding initiatives that are not only targeting poverty but also focusing on a lot of different causes of inequality and inequity in the Philippines.

The lead partner agency that we, at the World Bank-Philippines, are primarily working with is the Department of Social Welfare and Development (DSWD). But we also have many other partners in this initiative. We have, for instance, the Peace and Equity Foundation (PEF) as partner and we have a number of donor agencies and many

* Human Development Coordinator, World Bank (WB) Office Manila.
organizations that are coming together to support and participate in this initiative.

We want to use this initiative to conduct a social policy forum to discuss issues/barriers to equity especially in terms of inequality of assets and opportunities as well as of access to services, infrastructure/utilities and participation/empowerment, and contribute to a more informed debate on development with equity.

We are also planning to have a competition of innovative ideas to help communities identify innovative approaches that promote development with greater equity and inclusion or that leads to a “leveling of the playing field”.

Alongside with this, we want to promote and expand networking wherein we can enhance the engagement with various stakeholders and build and/or strengthen partnerships to help address issues related to equity.

The competition that I mentioned will be a medium for showcasing best practices to demonstrate and highlight good implementation practices for possible replication, and scalability of past and new development market projects.

There are two categories for this competition. The first one is the expression or sharing of ideas on how to bring about “Development with Equity”. It could be in the form of policy proposals, essays, poetry, artwork, songs, etc. Guidelines will be announced at a later date.

The second one is the project grant wherein there will be a competition of innovative projects that address specific equity issues. Grants of up to P1 million will be awarded for implementation of projects over a one-year period.

The grant is open to people’s organizations, including community-based groups, sectoral associations and cooperatives, non-government organizations, foundations, civic organizations, faith-based and inter-faith organizations, and other civil society organizations (CSOs), private and public research and academic institutions, in partnership with people’s organizations or CSOs, and
5th and 6th class LGUs (including barangays therein), in partnership with local people’s organizations or CSOs.

How does this link with CBMS? For those of you who are already working with the CBMS and looking at innovative ways of using it to reach out to excluded groups and to track poverty inequality in your communities, you may wish to apply for this grant fund to support the way you are using CBMS in your communities.

In addition, for those of you who are interested in developing substantial projects, we are looking at different weights for proposals that are able to demonstrate how they can monitor the impact on poverty and inequality.

Panibagong Paraan 2004 and Global Development Marketplace winners are eligible to apply, provided the proposed project is different from the previously awarded project.

The award is a maximum of PhP1 million per winning project. This is the maximum that may be requested for funding although actual project cost could be greater due to proponent and partners’ counterpart contributions.

Categories for proposals are those that address equity issues such as increasing incomes/ income opportunities, improving access to social services, infrastructure and utilities (e.g., energy), improving access to/ control of land and other assets, improving access to/ ensuring fairness in market and financial structures and systems, strengthening participation in decisionmaking (voice and influence), and improving access to/ ensuring fairness in political and justice systems.
Thank you for inviting us to this conference. This is our first time to be involved in the Community-Based Monitoring System (CBMS) conference and we are happy to inform you that we have a program at the Development Bank of the Philippines (DBP) that can be of help to your projects. DBP, the country’s premier development bank can be your source of development funds for some of the intervention programs that have been recommended to address the problems and concerns identified through the efforts of CBMS.

**DBP’s credit facilities**

The lending programs of DBP can be categorized into four general sectors, namely: (1) infrastructure and logistics development; (2) micro, small and medium enterprises development; (3) environmental development; and (4) social services development. Allow me to present them one by one.

**Infrastructure and logistics development**

The objective of this program is to improve the country’s basic infrastructure in order to ensure the efficient and more economical...
transport of people and goods, particularly agricultural and marine products. Many times in the past, wastage of goods delivered had led to a staggering 90 percent total loss because the necessary facilities and infrastructure were not present.

This program puts priority in projects that belong to the following sub-sectors: power generation, distribution and transmission, cold chain highway, grains highway, transportation system and transport services, and roads and logistics. If your project does not fall within any of these priorities, envisaged projects will still be considered depending on the potential contribution of the projects to the economic development of the country. DBP always exercise flexibility.

Under this program, the eligible borrowers are private and public enterprises. The eligible loan amount is up to 80 percent of the total project cost (TPC) for private enterprises and up to 90 percent of the TPC for public enterprises such as local government units LGUs and government-owned and controlled corporations (GOCCs). The interest rate is in the range of 8 to 12 percent. In setting rates, DBP considers the cost of funds, primarily and the credit risk involved. For most of lending facilities, the funds that given to sub-borrowers are denominated in pesos. Yes, we borrow the money in US dollars or in yen but to prevent the sub-borrower from the fluctuation in the foreign currency, DBP lends in pesos. How is this done? DBP pays the national government a certain foreign exchange cover fee which is about 2-5 percent. DBP will also pay the national government a 1 percent guarantee fee plus there is a small amount to cover for DBP’s administrative expenses as well as a spread of its marketing units for retail lending or the spread of the participating financial institutions under its wholesale program. The cost of bowed funds plus all the costs and spread make up the interest rate to the sub-borrowers. I believe this is a common practice among lenders.

Under the program are specific lending facilities the parameters of which support the program. These are the Domestic Shipping Modernization Facility II (DSMF II), the Industrial Support Services Expansion Facility II (ISSEF II) and Industry Support Loan Facility
(ISLF) and the lending program supported by the Norwegian Agency for Development Cooperation (NORAD).

We have brought with us brochures about these facilities to which you can refer after the activity or during the open forum. I have a very short time allocation so the brochures and flyers should help you to appreciate the lending operations of DBP.

**Micro, small and medium enterprises development**

The objective of the second program is to assist enterprises, particularly the micro, small and medium enterprises (MSMEs), in increasing their global competitiveness and enhancing further their growth and efficiency. It is also to develop support services through the intensified linkages and revitalized subcontracting activities.

In MSME development, DBP has adopted the “big-brother” concept wherein big entities such as Shoemart or San Miguel, would subcontract some activities for the supply of raw materials. By making the MSMEs as the producers of the big companies’ raw materials, a firm supply linkage is created and so does employment and a steady flow of income for the MSME employees. In some cases, the MSMEs would come to DBP which will then be a factor for the monetization of their receivables from their big brothers. If DBP is able to create several turn around of transactions between the big and small brothers by being a factor and provide funds when needed, DBP is able to contribute to the SME development. This is in addition to the many other facilities through which DBP is able to provide more direct loans to the MSMEs.

As we all know, the MSMEs form the backbone of our national economy. Many of our MSMEs provide the very resource or income that help to reduce poverty. As an SME bank, DBP is committed to provide support for the funding requirements of eligible SME beneficiaries. The expenditure areas allowed under this program include investments in construction, expansion and modernization of existing capacities; capital asset acquisition; permanent working capital; and research and development (R&D) for the sectors of a)
manufacturing, (b) services, and (c) education strongly linked to manufacturing.

The eligible borrowers are both private and public enterprises. The eligible amounts are: (a) up to 80 percent of the total project cost for private enterprises, and (b) up to 90 percent of the total project cost for public enterprises.

The interest rate is in the range of 8 to 10 percent, with a term of maximum of 15 years inclusive of a maximum grace period of 5 years.

The facilities for this sector are
- Industrial Support Services Expansion Facility II (ISSEF II)
- Credit Line for Micro, SMEs, MFIs and LGUs (CML SME), which is funded by the German Development Bank
- European Investment Bank (EIB) Global Facility
- Industrial Guarantee and Loan Fund (IGLF)

**Environmental development**

This aims to provide the funding support for the protection and improvement of the country’s water supply, etc.

The three objectives of this facility are:
- To provide funding support for the protection and improvement of the country’s quality of water supply, air and natural resources through clean production or emission reduction technologies, waste minimization, reduction, recycling or treatment and pollution prevention.
- To respond to the funding needs of private and public enterprises in their efforts to carry out investments in solid waste management and environmental protection activities.
- To promote conservation, development and efficient use and distribution of water supply resources including stabilization or management of watersheds.

The priorities for this facility are (a) industrial pollution control, (b) water supply and sanitation, (c) solid waste management, (d) new
and renewable energy/power, (e) environmental monitoring, and (f) establishment of EMS & ISO 14000 certification.

The eligible borrowers are private and public enterprises. The eligible amount is either (a) up to 80 percent of total project cost for private enterprises, and (b) up to 90 percent of total project cost for public enterprises. The repayment term is up to 20 years with maximum grace period of 5 years.

Funding sources available are the following:
- Industrial Pollution Control Loan Project II (IPCLP II)
- Environmental Infrastructure Support Credit Facility II (EISCF II)
- Norwegian Agency for Development Cooperation (NORAD)
- SIDA Credit Facility for Environmental Management Project (SIDA)
- Credit Line for Solid Waste Management Project (CLSWMP)
- LGU – Urban Water and Sanitation Project APL 2
- Rural Power Project APL 1 (RPP)

**Social services development**

Under this facility, we intend to provide access to financial services for the provision of secure tenure, affordable shelter, and micro-enterprise development for livelihood. We also intend to finance the improvement and upgrading of the quality of housing, education, healthcare and sanitation.

The priorities for this sector are housing, healthcare, and education. Eligible borrowers are private and public enterprises. Eligible amount, with an interest rate of 9-12 percent, is up to 80 percent of the total project cost for private enterprises and up to 90 percent of the total project cost for public enterprises. The repayment term is maximum of 15 years with maximum grace period of 5 years.

This program has the following facilities:
- Development of Poor Urban Communities Sector Project (DPUCSP)
- Fund for Technical Schools Development (TESDA)
- Industrial and Support Services Expansion Facility II (ISSEF II)
- European Investment Bank Global Facility (EIBGF)
- Industry Support Loan Facility (ISLF)

If you have questions about the lending parameters under each of the program and facilities given, we are available for consultation. Please let us know how DBP can be of assistance.

**Conclusion**

We hope that we were able to provide the bird’s eye view of the existing lending programs of DBP. With the programs and lending facilities presented, we hope to partner with the members of the CBMS in helping the government attain its ten-point agenda particularly in curbing poverty. It is not an easy task as there are many forces, local and international in origin, that prevent industries and sectors to attain their full growth potential. But if we work hand in hand, we can hurdle even the insurmountable. Thank you and good day.
Pascual: The CBMS Experience of the Province of Bulacan

Session 5

CBMS-Based Local Development Planning
The CBMS Experience of the Province of Bulacan

Arlene Pascual*

The full implementation of the Performance Management System (PMS) in 2002 prompted the Provincial Government of Bulacan (PGB) to search for a tool that can really measure the impact/outcome of the program that will be implemented down to the barangay level. The PMS’ goal was to be able to translate the vision of development of the province into actual performance indicators and go beyond the conventional manner of monitor and assessment based on outputs. Its concept was to have the principles of efficiency, effectiveness, adequacy and equity permeate all the aspects of service delivery, to be gauged accordingly by the positive or negative effects on the living standards and well-being of the province’s constituents.

To be able to achieve this goal, it was important to have, first and foremost, an established and updated database. With this end in view, the Provincial Planning and Development Office (PPDO) of Bulacan came across the Micro Impacts of Macroeconomic Adjustment Policies (MIMAP) newsletter which talked about the Community-Based Monitoring System (CBMS). Realizing at once that this system would be of great help to the PGB, the PPDO immediately prepared a project proposal for the adoption and use of the CBMS by the province of the CBMS.

* Provincial Planning and Development Coordinator, Provincial Government of Bulacan.
The adoption of CBMS has not been difficult. The governor, Hon. Josefina Mendoza-Dela Cruz, approved the project in principle as soon as the proposal was submitted to her. From then on, the province, through its PPDO, had constantly coordinated with the CBMS Network Team in the drafting of the Memorandum of Agreement (MOA) between them and in the formulation of the household survey questionnaire customized to the data and monitoring needs of the province.

Meanwhile, the adoption of the CBMS at the municipal and city levels took some time because the PPDO had to convince the mayors to participate in the project. But because the governor really wanted to implement the project, she enjoined the participation of the mayors by proposing a 50-50 sharing scheme. Thus, the commitment of the mayors was sought during the conduct of the LGUs Alignment and Commitment Setting Workshop held in July 2003.

Subsequently, a MOA between the Provincial Government and the 22 municipalities and 2 cities was formulated and signed. The MOA binds the LGUs to their commitments in order to have a province-wide implementation of the CBMS. Unfortunately, the city of San Jose Del Monte (SJDM) was not able to adopt the project on time due to financial constraints. To date, however, the city is already included in the list of those that are adopting the CBMS and is currently conducting the survey operation.

**Rationale for adopting CBMS in Bulacan**

The general objective in adopting the CBMS in Bulacan is to have a more effective and efficient planning, program formulation, implementation and impact monitoring system. Specifically, the CBMS seeks to:

- Diagnose the extent of poverty at the local level

Since the National Statistics Office (NSO) does not have disaggregated information relative to poverty at the provincial level, the province opted to adopt the CBMS to
know the extent of poverty in the province up to the barangay level;

- Determine the causes of poverty
  Having these pieces of information will really help the policymakers to decide on what kind of intervention is necessary for a particular sectoral group;

- Formulate appropriate policies and programs
  Appropriate policies and programs, which are demand-driven or need-based, can be identified and formulated easily through updated information that can be generated by the system;

- Identify eligible beneficiaries
  Given the limited resources across LGUs, the programs/projects to be implemented should be given to those eligible beneficiaries, particularly those belonging to the vulnerable groups; and

- Assess the impact of policies and programs at the local level
  This will serve the purpose of the PMS being implemented in the provincial level wherein the impact of policies and programs can be measured as standard of performance of the provincial offices, particularly those under the result-producing offices or frontline service providers.

**Strategies adopted**

**Preliminary activities**
The Sangguniang Panlalawigan (SP) passed SP Resolution No. 2004-007 dated August 23, 2004, giving the governor the authority to sign on behalf of the province in the Memorandum of Agreement (MOA) between the Provincial Government and the CBMS Network Coordinating Team.

Consequently, a MOA between the Provincial Government and the 22 municipalities and 2 cities also followed, ensuring the commitment of the LGUs in the implementation of the project. The mayors signed the MOA after a resolution was passed by their
respective sanggunian giving the mayor authority to engage in the project on behalf of the LGU.

The Provincial Government of Bulacan (PGB) strategized to adopt a 50-50 sharing scheme on the project cost to get the commitment of the mayors. The total project cost was PhP10,726,789.08. The PGB shouldered the expenses for the training of trainers on survey operation, data encoding, digitizing, and data processing. The province also shouldered the meals of the 3-day training of more than 3,000 survey enumerators of the 22 municipalities and 1 city and the cost for the reproduction of the survey questionnaire, manuals for the training of enumerators, and the shape file of the municipalities/cities.

On the other hand, the municipalities/city shouldered the expenses for the honorarium of the survey enumerators which ranged from PhP10.00 to PhP20.00 per questionnaire and the budget needed for the validation exercises at the barangay and municipal/city levels. However, the equivalent estimated amount of the aforementioned delineation of cost responsibilities did not really equal to 50-50 cost sharing as agreed upon at first. The equivalent amount of the responsibilities of the municipalities/cities was greater than that of the province, given the big amount of the honorarium for the enumerators. Thus, the PGB remitted the amount due to the LGUs so that the sharing would really be 50-50.

Meanwhile, the formulation of the CBMS questionnaire for Bulacan has gone through several sectoral consultation meetings to ensure that all needed data/information will be captured in the questionnaire. Although there was already an available general questionnaire of the CBMS with the set of core indicators, comments and suggestions from several provincial offices and national agencies were still gathered to customize the CBMS household questionnaire for Bulacan. Since the system (CBMS) allows the LGU to add indicators deemed relevant to the community, the following indicators were included in the CBMS questionnaire for Bulacan as a result of various sectoral consultations/meetings, to wit:
1. Former household members who died during the past 12 months, with information on age and time of death, cause of death, and whether attention was immediately given to them at the health facility or not;
2. Access to medical facility and type;
3. Number of household members who were victims of crimes and type of crime such as murder, theft, rape, physical injury, and other crime. This indicator is available by sex;
4. Households affected by natural calamities and type of natural calamity;
5. Number of household members with disability, the type and causes;
6. Number of household members who are or work as professionals and who passed board or bar examinations;
7. Household member/s who is/are solo parent;
8. Household member/s who is/are senior citizen, who have senior citizen ID and how was the ID used;
9. Household member/s who are using family planning and what kind of contraception is being used;
10. Agricultural indicators and profiling such as households engaged in agriculture, livestock and poultry, and fishing and aquaculture and their activities;
11. Number of Overseas Filipino Workers (OFWs);
12. The civil status of the household members;
13. The religious affiliation of the household members; and
14. The blood type of the household members.

The CBMS survey questionnaire was pre-tested in one of the barangays in the city of Malolos.

Meanwhile, the PGB tapped the Community Affairs Officers (CAOs) of the Provincial Social Welfare and Development Officer (PSWDO), the Municipal/City Social Welfare Development Officers (MSWDOs/CSWDOs), and the Municipal/City Planning and
Development Officers (MPDOs/CPDOs) as trainers for the training of the survey enumerators at the municipal/city level.

The responsibilities were properly delineated across all geopolitical levels by the PGB through its PPDO. For the barangay level, the respective municipality/city coordinated with the barangay leaders to solicit commitment and support in the conduct of the survey. As a result, some barangays shouldered the meals for the enumerators in the duration of the survey in their respective barangay, and some gave additional honorarium to the enumerators.

Prior to the conduct of the survey, a massive information campaign on the project was executed. Information about the project were disseminated through meetings such as the Provincial Development Council general assembly, Department Heads’ meeting of the Provincial Offices, and Liga ng mga Barangay conferences. Articles about the conduct of the survey were also released in local and national newspapers. Furthermore, the governor made some announcements on some radio broadcasts to emphasize the significance and uses of the project and to solicit the cooperation of the province’s constituents.

An “Open letter of the Governor” was likewise distributed to the households to inform them of the schedule of the survey in their area/community. This was also meant to seek the cooperation of the constituents in answering the questionnaire.

Since the information, education and communication (IEC) activities could not be done alone by the PGB, the PPDO encouraged the municipalities/cities to develop their own IEC campaign applicable to their respective LGU.

The training of more than 3,000 was conducted provincewide in collaboration with the trained trainers from the PPDO/PSWDO and the MPDOs/CPDOs and MSWDOs/CSWDOs. The CBMS team also assisted the LGUs in the conduct of the simultaneous enumerators’ training. The MPDO/CPDO/MSWO identified the enumerators for their respective town and some barangay officials helped in scouting for
possible enumerators. The age of the enumerators varied across LGUs but the average age was 25-30 years old.

**Survey operation**

The governor issued a memorandum to the city/municipal mayors directing them to give their full support in the implementation of the CBMS. This strategy helped boost the morale of the enumerators in gathering information at the household level, knowing that the mayor is supporting the project.

Another strategy that helped in the smooth implementation of the survey was the issuance of the Memorandum of the Chairman of the Liga ng mga Barangay-Bulacan to all barangay captains requesting for their full support during the survey enumeration.

A regular monitoring was conducted by the technical staff of the PPDO through its Research, Monitoring and Evaluation Division (RMED) to know the progress of the implementation of the project and to update the LGUs on the overall implementation of the project. Hence, it served as an input to any necessary interventions.

My office also made sure that the CBMS status was always included in the agenda to update the members during the League’s monthly meeting.

**Encoding of survey results and digitizing of spot maps**

Aside from the training of trainers conducted on the encoding of survey results and digitizing of spot maps for the assigned technical staff of the municipality/city, technical assistance of the provincial government relative to encoding and digitizing was also given by the staff of the PPDO-RMED. However, another round of training on encoding and digitizing was requested by the municipality/city to further refine their know-how on them. A second round was therefore conducted on May 19, 2005.

The PPDO also provided the shape file of the maps to be used in digitizing the municipal/city maps. Satellite image maps available in the PPDO through its geographic information system (GIS) were utilized.
Problems encountered

Preliminary activities
The major problem encountered in the attempt of the province to implement the CBMS in Bulacan was the inadequate financial resources at the municipal/city level. Some LGUs, like the city of SJDM and the municipality of Meycauayan, needed to wait for the approval of their supplemental budget for them to be able to implement the project in their respective area. This is also reflective of the varying priorities of the local chief executives (LCEs).

Survey operation
The problem encountered was the unavailability of spot maps at the barangay level. This spot map is very vital for the survey operation but unfortunately, not all barangays have one. In this case, the PPDO through its GIS provided shape files of the map using the satellite image available in the province.

During the survey operation, almost all LGUs have experienced non-cooperation of some households in the community during the interview (data collection). In this case, the help of the barangay captain and the MPDC was sought. In rare cases, when a household really did not cooperate, the enumerators just placed a mark “x” in the spot map, indicating that the household had no information or was unwilling to be interviewed.

The delay in the completion of survey operation, to some extent, could be attributed to geographical constraints. The road condition that hinders accessibility to the household, and the distance between households also caused difficulty.

Some enumerators also backed out. This problem applied to Malolos, Bocaue, Hagonoy and Pandi. To address this problem and to meet the required number of enumerators, the concerned LGUs opted to train another group of enumerators. To some LGUs, the province provided assistance in terms of the provision of meals for the training of additional enumerators like in the municipality of Bocaue.
Encoding of survey results
There was an inadequate number of computer hardware and encoders at the municipal/city level. To resolve this problem, some LGUs purchased additional computer hardware and employed additional staff to be able to accomplish the encoding and digitizing activities.

Digitizing of spot maps
Some municipal spot maps were incomplete, even those provided by the PPDO, because some section maps (which were the basis of the shape files) were not available at the Department of Environment and Natural Resources (DENR), the official data source. Thus, the concerned LGUs opted to digitize their own spot maps.

Intended uses of CBMS
The following constitute some of the intended uses of the CBMS in the province of Bulacan:

- Benchmarking of short-term and medium-term development plans that are attuned to the Millennium Development Goals (MDGs);
- Updating of databases for effective targeting of eligible beneficiaries;
- Validation of the identified performance indicators provided for by the NSO;
- Evaluation of the performance of the province in terms of the impact of the policies and programs implemented for the beneficiaries; and
- Maximization of the use of the Geographic Information System (GIS).

Status of CBMS implementation in Bulacan
Survey operation
We have a 97 percent completion rate, which excludes the municipality of Meycauyan and the city of SJDM. A total of 17 LGUs have already completed their survey operations.
Encoding survey results
We have a 50 percent completion which excludes the municipality of Meycauyan and San Jose del Monte City. The municipalities of Angat and Norzagaray have already completed encoding their data.

Digitizing of spot maps
We have a 29 percent completion rate of the digitizing of spot maps. This rate also excludes the municipality of Meycauayan and San Jose del Monte City. Again, the municipalities of Angat and Norzagaray have already completed their digitizing of spot maps.

Timetable of activities
Tables 1 and 2 show the ongoing and accomplished activities, respectively, of the CBMS operations in our province.

Table 1. Ongoing and upcoming CBMS activities in Bulacan

<table>
<thead>
<tr>
<th>Activities</th>
<th>Duration/ Timeframe</th>
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</thead>
<tbody>
<tr>
<td><strong>Ongoing Activities</strong></td>
<td></td>
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<tr>
<td>1. Consolidation of barangay data at the municipal/city level</td>
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<tr>
<td>2. Computerization of databanks (at the mun/city level)</td>
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<tr>
<td>3. Validation exercises at the barangay and mun/city level</td>
<td></td>
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<tr>
<td><strong>Upcoming Activities</strong></td>
<td></td>
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<tr>
<td>1. Consolidation of data at the provincial level</td>
<td>September 2005</td>
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<tr>
<td>2. Computerization of databanks (at the provincial level)</td>
<td>September 2005</td>
</tr>
<tr>
<td>3. Validation exercise and presentation of results at the provincial level</td>
<td>September 2005</td>
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<tr>
<td>4. Preparation of human development draft report</td>
<td>November 2005</td>
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<tr>
<td>5. Preparation of final human development report</td>
<td>November 2005</td>
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<tr>
<td>6. Presentation of final CBMS results</td>
<td>November 2005</td>
</tr>
<tr>
<td>7. Documentation and evaluation of CBMS implementation</td>
<td>December 2005</td>
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<tr>
<td>8. Preparation of final human development report</td>
<td>December 2005</td>
</tr>
<tr>
<td>9. Presentation of final CBMS results</td>
<td>December 2005</td>
</tr>
<tr>
<td>10. Documentation and evaluation of CBMS implementation</td>
<td>January 2006</td>
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</table>
Table 2. Accomplished CBMS activities in Bulacan

<table>
<thead>
<tr>
<th>Activities</th>
<th>Duration/ Timeframe</th>
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<tbody>
<tr>
<td>1. Initial meetings for the implementation of CBMS</td>
<td>June 4, 2003</td>
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<tr>
<td>2. Preparation of MOA between the PGB and the CBMS Team</td>
<td>June-July, 2003</td>
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<tr>
<td>implementation</td>
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<tr>
<td>5. Finalization of questionnaire</td>
<td>August 2-6, 2004</td>
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<td>6. Pre-test of questionnaire</td>
<td>October 5, 2004</td>
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<tr>
<td>7. Signing of MOA between the province and CBMS Team</td>
<td>September, 2004</td>
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<tr>
<td>8. Training of trainers on survey enumeration/ data collection (110 pax-</td>
<td>October 20-22, 2004</td>
</tr>
<tr>
<td>PPDO/PSWDO/MPDO/DPDO/MSWDO/CSWDO)</td>
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<tr>
<td>9. Preparation of IEC materials</td>
<td>October 2004</td>
</tr>
<tr>
<td>10. Information Campaign/ Signing of MOA between PGB and LGUs</td>
<td>October-November 2004</td>
</tr>
<tr>
<td>11. 3-day Training on survey enumeration/ data collection (mun/ city level)</td>
<td>November 24, 2004-Jan 7, 2005</td>
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<tr>
<td>12. Survey Operations/ Data collection province-wide with more than three</td>
<td>Started First week of January 2005</td>
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<tr>
<td>thousand enumerators</td>
<td></td>
</tr>
<tr>
<td>13. Training on data encoding and digitizing of spot maps (48 encoders to</td>
<td>January 20-21, 2005</td>
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<td>be trained, 2/ mun/ city) 2 batches of 1-day training</td>
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<tr>
<td>14. Hands-on assistance on data encoding and on digitizing of spot maps by</td>
<td>February-March 2005</td>
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<tr>
<td>municipality/ city (PPDO staff visited LGUs)</td>
<td></td>
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<tr>
<td>15. Re-training on data encoding and on digitizing of spot maps</td>
<td>May 19, 2005</td>
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<tr>
<td>15. Training on data processing at the mun. and prov'l levels (24 trainees,</td>
<td>June 2005</td>
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<td>1/ mun)</td>
<td></td>
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<tr>
<td>15. Validation at the Barangay level (by mun/ city)</td>
<td>September-October 2005</td>
</tr>
<tr>
<td>15. 3-day Training on survey enumeration/ data collection in SJDM city</td>
<td>August 31-Sept 7, 2005</td>
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<tr>
<td>(two batches)</td>
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Palawan’s CBMS Experience

Josephine Escaño

This morning, I will present Palawan’s experience with the CBMS in development planning since its implementation in 1999 up to the present and the CBMS’ uses and impact on development planning at the provincial level. Before I do that, allow me first to brief you on the human development status in Palawan.

CBMS and human development status in Palawan

To measure the progress in human development levels, the human development index (HDI) was introduced in Palawan. The index is a composite measure of life expectancy, school participation, literacy and income.

Based on our CBMS survey, the provincial HDI for 2000 was computed at 0.639, registering a 0.104 progress from the recorded 0.535 in 1997.

Development status varies significantly across municipalities with the highest human development found in Cuyo, an island located in the north section of Palawan. Its high HDI could be attributed to the high literacy index and the inhabitants’ high regard for education.

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* Chief, Research Statistics and Evaluation Division, Provincial Planning and Development Office, Province of Palawan.
Human development, on the other hand, is found to be lowest in Rizal. Said municipality is located in the south section of mainland Palawan. According to the CBMS, Rizal’s low HDI could be due to ethnicity, cultural and migration factors. Many indigenous people and migrants in this location do not consider formal education important.

To be more specific, meanwhile, let us look at the human development trends in Palawan by sector.

In terms of health and nutrition, the trend is the same as 2 years ago except that a significant decline in infant mortality rate, together with a less significant decline in child mortality rate and malnutrition prevalence rate, was registered.

In water and sanitation and electricity, the situation is better than it was 2 years ago. Increased accessibility to water and sanitation, and electricity facilities contributed to this improvement.

In the field of education, the situation is a little better than 2000. While enrollment ratio has steadily risen, literacy rate has unexpectedly declined, albeit only slightly.

In terms of enabling factors and livelihood, meanwhile, human development has remained low. Income distribution has not changed while underemployment has gone higher.

In comparison to the national averages, Palawan has: high human development in health and nutrition, as well as in peace and order; medium human development in security and shelter, and in water and sanitation; low human development in enabling factors and in livelihood, education, infrastructure and facilities.

As shown above, the CBMS provides reliable, relevant and comprehensive data on the welfare conditions and development status across the province from barangays to municipalities. Indeed, it is a very useful tool for assessment and welfare monitoring.

To enhance its utilization and relevance, CBMS data and findings consisting of 18 indicators that cover the basic concerns of all development sectors are presented and discussed with Palawan stakeholders like local development councils at the barangay, municipal and provincial levels, sector agencies/departments, and the
local legislative bodies (Sangguniang Panlalawigan). It is supported by display maps by indicator showing barangay data in relation to the municipal/provincial and national averages.

To justify the effort by all LGUs to establish socioeconomic benchmarks, it is crucial that the utilization of CBMS results is ensured. At all levels, a number of activities were conducted in Palawan to share the CBMS data and facilitate CBMS-based planning. Various techniques were tested to link CBMS presentation, validation, needs identification and planning of responses.

We are trying to make CBMS part of the entire planning cycle. This starts with the identification of goals. In Palawan, CBMS is useful in the formulation of the provincial government development thrust toward poverty alleviation. Even before the Department of Interior and Local Government (DILG) recognized the CBMS as a local initiative for development and poverty monitoring at the national level through the issuance of Circular Nos. 2001-109 and 2003-92, CBMS was already being used as a poverty monitoring tool in the province. In fact, we were invited in four national and regional conferences in Manila, Davao and Leyte to present our CBMS experience to local poverty reduction action officers and planners.

**CBMS as guide in identifying situations and assessing projects and policies**

The CBMS is also used to monitor changes in welfare conditions by showing the degree of improvements in terms of the household’s access to basic services. Furthermore, it shows where changes or improvements have taken place. It is in fact the basis used to assess the impact of intervention on changes in the welfare condition. When Governor Joel T. Reyes assumed the governorship in 2000, he pursued poverty alleviation as the major thrust of his administration. In order to gauge the extent to which provincial projects have contributed to this vision, Governor Reyes directed the Provincial Planning and Development Office (PPDO) to undertake a project impact assessment to determine the effectiveness of various projects in reducing poverty.
This assessment was presented in the 2nd National CBMS conference wherein he highlighted the Palawan experience on impact monitoring using participatory approach. Here, the CBMS was utilized in the assessment of human development or welfare impact to test how the CBMS data can be used in determining project impact.

We chose the Comprehensive Integrated Delivery of Social Service (CIDSS) program for this since it was a good case for welfare impact assessment and because the Minimum Basic Needs (MBNs), like the CBMS, explicitly state the welfare indicators that are to be addressed. Moreover, like the CBMS, CIDSS targets the poorest households. Our findings show that CIDSS is successful in empowering local communities since the average empowerment index of the communities in barangays covered in the pilot study shows that the communities have reached a stage of functional participation in project implementation. This means that the local organization participates throughout the various stages of the project, from situational analysis (through the MBN survey) to implementation and maintenance.

With community empowerment being achieved, positive changes in the welfare conditions and poverty reduction were noted in covered areas. The study shows that through CIDSS, the poorest communities are reached, distribution of benefits is widened and change in welfare conditions is attained. Delivery of goods and services under CIDSS is also cost-effective for government. CIDSS is highly supported by locally generated funds, making it a less costly approach than other development strategies because of community members' contributions.

Aside from monitoring the impact, the CBMS helps government to re-adjust goals and development thrusts. After the CBMS assessment and evaluation in 2003, Governor Reyes saw the need to refocus, restructure and streamline the organizational set-up of the provincial government. By deviating from the compartmentalized structure and by going to the cluster approach instead, whereby offices with allied
functions are grouped together for an integrated, synchronized and convergent delivery of services and program implementation, the CBMS assessment led to refocusing of priorities on the sectors where more interventions are needed.

In the study, two research questions were formulated: (a) how has welfare condition of the households and communities in Palawan changed over the last 2 years? What aspect of the human development condition has declined? and (b) to what extent and in what aspect have the provincial government interventions helped to improve the human development conditions? In other words, what has been the impact of provincial government programs and projects on poverty in Palawan?

**Completing the process**
The entire process for this assessment includes the following: consolidation of CBMS results, trend analysis and interpretation (comparison with 2000 figure), service and support cluster consultation, discussion of CBMS data and trend analysis, relevance of poverty to poverty reduction (impact assessment) and suggested recommendations and validation of poverty focus using PMIS data.

How do we measure poverty focus? The provincial government projects were assessed using 3 indicators, namely, beneficiaries, benefits and locations. We look into the project contributions in terms of project beneficiaries (those households characterized by low income and deprived with basic needs). The CBMS made this information available for purposes of proper identification of beneficiaries.

We also examine the project contribution in terms of benefits. To qualify as poverty responsive, benefits should focus on the fulfillment of severely deprived minimum basic needs identified in the latest CBMS results or at least should fall within the top unmet need.

We also look into the project contribution in terms of location. For greater impact of benefits, municipalities with low HDI must be the priority site for interventions.
The cluster approach: how effective was it?

To determine how the cluster approach had affected poverty reduction, three criteria or indicator measures were used, namely: (a) in terms of beneficiaries; (b) in terms of benefits; and (c) in terms of location. The criteria were grouped into 4 categories: the low, medium, high and very high. Projects were examined one by one using these criteria. Then the results per office were consolidated by cluster.

Based on the criteria, we found that in terms of poverty focus, social services cluster registered a high poverty focus in criterion number 1 because said cluster employed selection scheme for identifying needs and poor beneficiaries in depressed locations through the CBMS, MBN, and family survey.

In terms of the criterion on benefits, the findings show that social services, agriculture and enterprise clusters have very high response to poverty focus where the interventions made addressed priority unmet CBMS needs. For criterion number 3, meanwhile, the findings show that the social services cluster yields a high focus on identifying depressed communities. In sum, we have assessed all programs of the province under the 20 percent development fund to be: (1) high poverty-focus for beneficiaries; (2) medium poverty-focus for benefits; and (3) low poverty-focus for location.

Recommendations

To effect improvement in the welfare condition of poor households in the province, the following were recommended: (1) increase poverty focus in terms of appropriate beneficiary, location and relevance or appropriateness of activity/project in relation to top unmet needs; (2) utilize CBMS as guide in planning and targeting (efficiency in terms of focus, or where to target, i.e., project review and evaluation, selection scheme in targeting the beneficiaries in specific areas); (3) strengthen the organization of the provincial government by strengthening service clusters for purposes of project complementation / coordination / cooperation among service clusters; (4) implement sharing of resources; (5) harmonize priorities and relationship among
top level management; (6) review provincial government project prioritization; (7) improve resource/budget management; (8) allocate more funds to “frontline clusters”; (9) ensure transparency in the allocation and utilization of non-office funds; (10) work for the timely release of funding requirement; and (11) develop criteria for budget allocation.

The refocusing led to the launching of the k4. As the name suggests, k4 focuses on the enhancement of health programs and services for the purpose of improving the health conditions of our people; strengthening the education sector to improve accessibility of our schools from day care centers to elementary and secondary schools; and through the JTR scholarship program and the kabuhayan aspect, addressing manpower development to make our labor force self-reliant.

**Other uses of CBMS**

Apart from situational analysis, project identification and impact assessment, the CBMS also has many other uses and applications, to wit:

- **Preparation of the municipal Comprehensive Land Use Plans (CLUP) and socioeconomic profiles**
  It is a ready-to-use source or reference for the preparation of comprehensive land use plans (CLUP) and socioeconomic profiles.

- **Preparation of the Human Development Report (HDR)**
  Data dissemination is achieved through the publication of the human development report, the first at the provincial level in the Philippines. The report contains maps to visualize demographic trends and spatial differences in household access to basic services, utilities, among others.

- **Mobilization of investments**
  External support organizations value the system because it gives them the proper basis for project allocation, points of interventions, participation and/or fund contribution. Allow me to cite a few examples: the Barangay Environmental

**Current activities**

For the third round of the CBMS survey, we have already conducted a 4-day orientation and training program for CBMS trainors on data collection and manual processing on February 28–March 3, 2005. We are also finished on training on data encoding and digitizing of spot maps on August 10-11, 2005.

**Challenges**

Despite its relative success, a number of challenges still face the Palawan CBMS implementation.

One is with regard to funds. Most LGUs have difficulty in funding the CBMS. On the average, it takes about PhP200,000 per municipality to carry out the activities required for the project. The budget covers the cost of reproducing survey instruments, conducting orientation seminar on data collection and providing honorarium for enumerators. Due to limited funds allocated for the CBMS, the required coverage for data collection in terms of the number of households interviewed is oftentimes not achieved.

The problem perhaps lies on the matter of advocacy to LGUs, specifically with the Sangguniang Bayan. Since the budget protocol requires approval of the legislative body, the Municipal Planning and Development Coordinators (MPDCs) as project proponent of the CBMS at the municipal level, encounter difficulty in justifying the project. Due to this, funds approved for the CBMS fall below the required budget.

Another challenge is in the utilization of CBMS outputs. CBMS outputs are not fully utilized during local planning exercises at the barangays and municipalities. The essence of the CBMS is to provide
local planners and decisionmakers with specific data on human development to facilitate identification of appropriate intervention across all LGUs. However, this is not effectively facilitated during barangay and municipal development council meetings. As such, this becomes a big challenge for the CBMS and should be a focus for further advocacy in the future.
For the past few years, the Provincial Government of Marinduque has made significant strides in identifying as well as in designing programs and systems that will help us formulate appropriate plans and programs that will address poverty issues. However, despite all these, we are still wallowing in “unresolved and unspeakable” poverty. The national government has not been remiss in its duties: programs on poverty have been introduced and various circulars have been issued. Still, these programs just come and go and most of them just die a natural death. More often than not, too, these programs are replaced, revised, refined or renamed. As a result, people get tired of these programs.

This is especially true with data gathering and surveys. Data generated from these activities are not enough to identify what programs and interventions should be implemented. And in the absence of a common tool at the local level to produce benchmark information, LGUs tend to adopt whatever tool that is being endorsed by the national government, especially if this has the corresponding budget.

* Special Projects Officer, Provincial Government of Marinduque.
**Marinduque welcomes the CBMS**

At present, we have the community-based monitoring system (CBMS) which incorporates the Core Local Poverty Indicators (13 + 1 indicators). We really take the CBMS seriously and have religiously undertaken the activities and fulfilled the requirements for its implementation in Marinduque. We have also developed a good relationship with the CBMS. The bulk of our current work is essentially CBMS-related.

Through the CBMS, we came to understand and realize that poverty diagnosis is essentially about people empowerment which gives the people the chance to have access to basic services that the government can provide. Why people empowerment? Because you are giving people the chance to speak for themselves and relate their stories. Through CBMS, you are not leaving any household uninterviewed.

Poverty diagnosis complements our efforts being undertaken under KALAHI which is geared toward poverty reduction. Our governor, the Honorable Carmencita Reyes, is advocating poverty eradication and not just poverty reduction. How we will implement this is a challenge for our local planners.

CBMS coincided with the thrust of the Governor for poverty eradication. For her, it is really very important that we have proper identification of our targets - who the poor are, where they are and why they remain poor. Before CBMS, we were already doing some data collection not just to come up with the total figures but more importantly to identify who are poor, who are malnourished, what are the age range, where they are located, and even information on persons with disabilities. However, because of a lack of systematic and organized format, it became difficult for the municipalities to capture what we in the Provincial Government need.

We therefore would like to thank the Department of the Interior and Local Government (DILG) for choosing the CBMS as one of the recipients of the World Bank-Asia Europe Meeting (WB-ASEM) technical grant assistance for poverty monitoring and analysis.
CBMS process flow: strategies for implementation

At this point let me walk you through the process flow of the CBMS implementation in the Province of Marinduque. Table 1 shows the activities and timeline of the CBMS implementation in our province.

In order to facilitate the smooth implementation of CBMS in the province, we undertook the following strategies:

- Memorandum of Understanding signed between the Municipal Mayors and Provincial Governor indicating the sharing of responsibilities, e.g., cost-sharing between municipalities and the province.
- Province-wide advocacy through the Liga ng mga Barangay on the implementation of the project.
- Training of barangay enumerators (Barangay Health Workers, Barangay Nutrition Scholars, Sangguniang Kabataan, Barangay Officials and students of college level and Special Project for the Employment of Students) conducted by both the Municipal and Provincial Poverty Reduction Action Team (M/PPEAT).
- Budget allocation for honorarium/transportation allowances of enumerators at P20.00 per household (cost sharing).
- Reproduction of 50,000 sets of household profile questionnaires and manuals which will be used for the

Table 1. Timetable of CBMS activities in Marinduque

<table>
<thead>
<tr>
<th>Activities</th>
<th>Timeline</th>
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<tbody>
<tr>
<td>Training on Core Local Poverty Indicators and Planning (CLPI)</td>
<td>July 27-29, 2004</td>
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<tr>
<td>Trainer’s Training on CLPI</td>
<td>January 11-13, 2005</td>
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<tr>
<td>Training of Barangay Enumerators</td>
<td>February-March 2005</td>
</tr>
<tr>
<td>Training on Data Encoding and Digitizing of Spot Maps</td>
<td>March 10-11, 2005</td>
</tr>
<tr>
<td>Training on Data Processing</td>
<td>July 20-21, 2005</td>
</tr>
<tr>
<td>Community Validation</td>
<td>September to Oct. 2005</td>
</tr>
<tr>
<td>Data Analysis</td>
<td></td>
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<tr>
<td>LPEAP Formulation</td>
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</tbody>
</table>
enumerators’ training and actual data collection, i.e., municipalities provided the bond paper while the province took the responsibility for the printing of the materials.

- Hiring of additional staffs (casual) as encoders.
- Assistance by the provincial government, through the Provincial Planning and Development Office (PPDO), to the municipalities in data encoding, digitizing of spot maps and data processing.
- Role of trained provincial staff as local CBMS staffs who provide technical assistance to municipalities.
- Regular monitoring of the survey by the PPEATs through field visits and submission of municipal status reports from the Office of the Municipal Mayor.

In addition, the provincial and the municipal governments manifested their support to this project by issuing resolutions and creating technical working groups that will oversee its implementation. Among them are:

- Sangguniang Panlalawigan (SP) Resolution No. 32, S2004 – “Resolution Authorizing the Honorable Governor Carmencita O. Reyes to enter into a Memorandum of Understanding (MOU) between the Department of Interior and Local Government (DILG) represented by Undersecretary Eduardo R. Soliman and the Province of Marinduque regarding the WB-ASEM Technical Assistance on Poverty Monitoring and Analysis.”
- Sangguniang Bayan Resolution Authorizing and Ratifying the MOU with the Provincial Governor for the project implementation.
- Memorandum of Understanding between the Municipal Mayors and the Provincial Governor on the implementation of poverty monitoring and analysis.
• Issuance of executive orders/administrative orders for the designation of the Municipal Poverty Eradication Action Officers and the creation/reactivation/reorganization of Municipal Poverty Eradication Action Teams.
• Creation of Barangay Poverty Reduction Action Officers and Action Teams through Sangguniang Barangay Resolutions.

Uses of CBMS data
Data generated by the CBMS survey are expected to help the provincial, municipal and barangay governments in the delivery of their basic functions, especially on the following areas:
1. Preparation of socioeconomic profile at the barangay, municipal and provincial levels,
2. Identification of needs/problems and appropriate responses,
3. Planning and design of development programs and policies, and
4. Project/program-impact monitoring and evaluation at the barangay, municipal and provincial levels.

We also foresee the CBMS data as particularly useful in targeting eligible beneficiaries for the programs of the Provincial Government on jobs fair, medical missions, skills training, and drafting of local development plan for children.

Moreover, since CBMS can generate data at the individual level, this will greatly facilitate the identification of beneficiaries of the programs targeting specific age groupings (Table 2).

Status of CBMS implementation
Marinduque is well on its way in finishing the first round of the CBMS implementation. We have already finished the survey operations in the entire province covering 6 municipalities with 218 barangays. We are almost done with our data processing with 90 percent barangay data already encoded and processed. We are currently validating our data at the community level and we expect to finish our CBMS implementation by October 2005.
Table 2. Social services program that can be addressed using CBMS data by age grouping

<table>
<thead>
<tr>
<th>Age Group</th>
<th>Program</th>
</tr>
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<tbody>
<tr>
<td>0-1</td>
<td>- Breastfeeding Promotion</td>
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<td></td>
<td>- Operation Timbang</td>
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<td></td>
<td>- Immunization</td>
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<td></td>
<td>- Maternal and Child Health Care</td>
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<tr>
<td>3-5</td>
<td>- Day Care Services</td>
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<td></td>
<td>- Project Zero Malnourished Children</td>
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<td></td>
<td>- Supplemental Feeding</td>
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<td></td>
<td>- Child Care and Placement Services</td>
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<td></td>
<td>- Operation Timbang</td>
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<td></td>
<td>- Madelcal and Dental Health Care</td>
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<tr>
<td>0-6</td>
<td>- ECCD Program/ Bright Child</td>
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<td></td>
<td>- Establishment of Schools in Schoolless Barangays</td>
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<td></td>
<td>- Children with Disability</td>
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<td></td>
<td>- Parent Effectiveness Service (Conduct Session in Parenting, ECD and health Care)</td>
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<tr>
<td></td>
<td>- 8 week curriculum in Grade 1</td>
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<tr>
<td>6-12</td>
<td>- Drop-outs Intervention Program</td>
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<tr>
<td></td>
<td>- Renal Disease Control to School Children</td>
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<td></td>
<td>- Project SPEC</td>
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<td></td>
<td>- Iron Fortified Rice Distribution to Anemic Children</td>
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<td></td>
<td>- Substitute Home Care</td>
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<tr>
<td>13-16, 17-21</td>
<td>- Promotion of Healthy Lifestyle</td>
</tr>
<tr>
<td></td>
<td>- Smoking/ Alcohol Cessation</td>
</tr>
<tr>
<td></td>
<td>- Drop-outs Intervention Program</td>
</tr>
<tr>
<td></td>
<td>- Comprehensive and Quality Dental Care</td>
</tr>
</tbody>
</table>
Introducing the CBMS in the Municipality of Cabucgayan

Arnelito Garing*

The usual question is where is Biliran Province? Our province is located in the eastern part of Visayas region. It is part of Region VIII and specifically located in the northern part of Leyte and western part of Samar. It is connected to the main Island of Leyte through Biliran Bridge. Biliran used to be a sub-province of Leyte and became a regular province on May 11, 1992.

Biliran Province has 8 municipalities, namely: Biliran, Naval (the capital town which is 35 kms away from Cabucgayan), Almeria, Kawayan, the island municipality of Maripipi, Culaba, Caibiran, and Cabucgayan (the pilot municipality of the CBMS program).

The Municipality of Cabucgayan, which is a 5th class municipality, is just a small town. It has 13 barangays, with a population of 19,687, total income of PhP20,689,906.00, and a total land area of 4,871 hectares.

**Topography**

Cabucgayan is situated in the southeastern most point of Biliran Island, with rugged mountains and rolling hills in the northern part. It has rivers leading to the open sea that supply the irrigated areas in the

* Municipal Mayor, Municipality of Cabucgayan, Biliran.
lowland and serve as a haven of tourist spots like waterfalls and beautiful beaches.

**Vision and mission**

Our vision is to be a society of God-loving, productive and healthy citizens, living in a peaceful, progressive, self-reliant, sustainable and ecologically balanced community through a responsive, accountable and transparent governance. Our mission, meanwhile, is to promote socio-economic stability among the people through an effective and efficient implementation of programs and projects.

**CBMS-based local development planning**

In 2004, the Municipality of Cabugcayan became the pilot site for the implementation of the CBMS program in Biliran. In due time, the municipality’s development plan was based on the CBMS survey results.

What were the impacts of the CBMS on Cabugcayan’s development planning? Among them are:

- Served as benchmark for development planning,
- Provided an organized system of collecting information for program implementers,
- Served as a tool for research and development,
- Became a tool to improve the quality of programs and services,
- Served as a tool in monitoring and evaluating the impact of projects and programs,
- Served as a tool for equitable budget allocation,
- Became a reference to assume greater responsibilities, and
- Served as a reference for technical and financial assistance for poverty alleviation programs/projects.

As examples, the CBMS helped to pinpoint the households in every block of the municipality which had access or no access to
sanitary toilets, thereby allowing us to know which households to help in this regard. Ditto with access or no access to safe water. Again, per the CBMS results, we were able to determine the corresponding percentage of access to safe water of the various households and so we see where we should address or focus our intervention or assistance.

Thus, through the CBMS survey results, we can prioritize the various concerns and make a rational use of our limited resources. This is the value of the CBMS in our development planning.

Best practices
Among the best practices in the implementation of CBMS in our municipality are:

Social marketing
We conducted an orientation of all Punong Barangays so that they will know what their participation is in this program. Meanwhile, we included the CBMS in our barangay information drive. The barangay information drive, as mandated by the Local Government Code, has to be conducted by the municipality twice a year in every barangay to make them aware of the present issues and problems and on how they can work to resolve these issues/concerns. The people were informed that the CBMS data gathering is very important and they should cooperate with our enumerators because they themselves will benefit from it, and whatever information gathered will not be used against them.

Capability building
We have finished training for survey enumerators, field editors, encoders and map digitizer, with the help of the CBMS Network Coordinating Team.

Administrative support
To establish the legal basis, an Executive Order institutionalizing the
CBMS was issued. This was followed by the designation of members to the CBMS Technical Working Group (TWG).

**Technical support**
The Municipal Planning and Development Coordinator (MPDC), Municipal Local Government Operations Officer (MLGOO) and Poverty Alleviation Officer provided close supervision on the implementation of the CBMS.

The continuous support from the CBMS Network Coordinating Team and the Regional Technical Working Group in the conduct of seminars to CBMS functionaries, specifically the MPDC, MLGOO and Poverty Reduction Officer, was a big help.

**People empowerment**
We utilized barangay secretaries, barangay health workers (BHWs), barangay nutrition scholars (BNS), NGOs/community volunteers as survey enumerators and field editors at the barangay level. Because these people have special knowledge in their respective areas and are familiar to the residents, the resident-respondent will not hesitate to entertain them for they are already familiar with them.

**Financial and other support**
Both the LGU and the barangays provided financial support to the field enumerators and other CBMS personnel. In the conduct of the 3-day orientation seminar to our CBMS enumerators, we also provided honoraria to the resource persons, meals, snacks and survey kits. During the conduct of actual data collection, we also provided the enumerators with uniforms and IDs for proper identification.

We also utilized our local resource speaker who was previously trained by the CBMS Network Coordinating Team and the CBMS regional Technical Working Group. The municipal government, despite logistic shortage, employed people as CBMS personnel on a contractual basis. We also designated municipal field editors as part of the CBMS to ensure that the data gathered are true and correct.
The provision of one unit of computer, including the necessary software, was also made possible through Mr. Oscar Francisco, Vice-Chair for Basic Sector of the National Anti-Poverty Commission.

**Lessons learned**

In terms of lessons learned, we have to see to it that CBMS implementers must possess the following basic qualities: sincere, determined, dedicated, professional and just. If they possess these qualities, the objective of the CBMS will be achieved. However, it is also important that there is coordination among implementers to establish unity and teamwork.

**Problems encountered**

As in any endeavor, we encountered some minor problems on the different stages of the CBMS implementation. Fortunately, these problems were effectively managed by the local government and the barangays inspite of limited resources. For problems we had in the encoding and map digitizing stages, we sought the help of the CBMS National Team who immediately responded to our concerns.

There are also areas where cooperation from other entities is critical. These are in the areas of:

**Data processing and database building**

We have completed the survey in the 12 barangays and we are halfway in the last barangay in encoding the CBMS data. Although we are almost complete, we still consider our technical people as in need of further support from the CBMS Network Coordinating Team on some aspects of database building.

For the municipality, as a whole, our technical group needs another training in the consolidation and processing of municipal data and in database building in the whole barangay since as of now we are using calculators to get the exact result on the summing up of all the concern issues in the whole barangay.
Implementation of priority programs and projects
Inter-agency commitment to support/finance the implementation of priority programs and project is important. In addition, we should have a directory of financing institutions or donor agencies that would be willing to commit their support to the project. We should also include the participation of the national and local government agencies in the conduct of pledging sessions that would facilitate commitment of their support.

Conclusion
In the future rounds of the CBMS, the approach and strategy that were outlined in our list of the best practices should also be adopted. And more important, unity and teamwork should be emphasized. As the saying goes, “Unity plus Teamwork equals strength”.
CBMS at the Municipal Level: The Marilao Experience

Herminigildo Bautista*

Marilao is one of the municipalities of the province of Bulacan. It has an area of 2,625 hectares, composed of 16 highly urbanized barangays with a projected population of 115,000 for the year 2004.

Marilao has not had a Municipal Planning and Development Coordinator (MPDC) since 1996 and it was only in August 2004, when a new MPDC was appointed.

The Town Plan and Zoning Ordinance being used is the one approved in 1982. A newer town plan was prepared in 1995 but it was not approved by the Provincial Board.

The CBMS challenge

When the provincial government decided to implement the community-based monitoring system (CBMS) provincewide, the various municipalities, including the municipality of Marilao, took on the challenge of implementing the CBMS in their respective localities. For Marilao, the challenge was to conduct the survey and complete the project within a specified time frame. To make data results useful and representative of the situation, they should be taken in the shortest possible timeframe, making all resources move toward the identified target simultaneously. For instance, we had to see to it

* Municipal Planning and Development Coordinator, Municipality of Marilao, Bulacan.
that we were able to provide the identified needs of the CBMS based on our limited resources of 2 personnel, 1 computer, limited office space, assistance from the Provincial Government, several LLN and other barangay workers with existing assignment, a supportive legislative and executive group at the municipal level, and a limited budget.

The Provincial Government and the CBMS Network Coordinating Team (formerly MIMAP Team) presented the project design to the key players at the municipal level. Questionnaires were already drafted and prepared. Trainors and training materials were provided including the food for training. Not provided were training kits.

In terms of the information campaign and dissemination, the provincial government conducted a media blitz and the Governor instructed the Municipal Mayors and Barangay Captains to give full support to the project. A fifty-fifty sharing was conceptualized between the Provincial Government and the municipal governments but the project costing did not include the cost of encoding and digitizing. The Provincial Government also closely monitored the project implementation and monthly meetings of the League of Local Planners and Development Coordinators, Bulacan Chapter, which became the place for sharing and consultation.

**Implementation strategies**

To be able to respond to the challenges of implementing the CBMS as well as to the arrangements laid out, it was important for the municipalities like Marilao to encourage the cooperation and support of the barangay leaders and other key stakeholders. To solicit the full support and cooperation of the barangay leaders, we promised them the survey results as soon as the survey is completed. The trial run on encoding showed that with limited resources, it will take time to produce results. It was thus decided to prepare an initial report using Excel Program, with names, addresses, birthday and age of the household members including their designated household number on per barangay basis. With such, names of those who were surveyed
more than once were pinpointed, due to the program’s capability to
group and alphabetize, and those whom we failed to include were
identified. With promised kept, we were able to gain the trust and
confidence of the barangay leaders.

We also tapped the services of the experienced and young locals
where experience and age were given more weight in the selection
process. This proved beneficial because survey work needs familiarity
and stamina.

At the same time, we encouraged group action and team effort.
Team contribution to the group was recognized. Suggestions and
comments on how to improve implementation was encouraged.
Noticeable accomplishment and unusual group strategies used were
shared with others.

A reliable monitoring system and feedback mechanism was also
put in place. Under the implementation plan, each barangay had a
group leader who facilitated communication between their group/
teams, barangay leaders and our office. Group leaders were assisted/
monitored by designated Sector Facilitators (SF), who were employees
of the Municipal Government. These SFs were given some level of
decision authority and required to render regular reports on the
performance and problems of their sector. Surprise visitation,
observation of activities, random interview and interactions with field
personnel and barangay folks and officials became my personal tasks
as countercheck measures.

It was also important for trust on the leadership to be present.
As such, the concerns and problems brought about by the
implementation plan should be addressed at the shortest possible time
by the leader. The leader should always be present and show his/her
concern.

Finally, the main ingredient on why we finished our survey on
time was because of our strategy to reward the performer. Those who
surveyed more than 10 households per day were paid higher than
those who were not.
Results
As of this date, the status of work includes:
1. Survey was accomplished on time.
2. Advanced survey results were disseminated to the barangay leaders, as promised.
3. Encoding deadline was not met due to lack of hardware.
4. There is a backlog on the digitizing process also due to lack of hardware.
5. Expenses exceeded our budget allocation as we did not include the cost for digitizing and encoding.

CBMS impacts/contributions
Among the contribution of the CBMS are:

Tangible:
1. Number of households/population per barangay was established.
2. Medicine distribution was confined to local residents.
3. Issuances of clearances and tricycle franchise were facilitated.

Non-tangible:
4. Pool of experts and survey data source were identified. After the survey, the individual capabilities of enumerators were identified and most of our enumerators gained familiarity in the locations and became the best source of information in the area.
5. The importance of action planning was recognized. Out of the experience gained during the process, enumerators now give importance to prior planning and the process of needs anticipation
6. The MPDO was able to establish its initial data bank because of the CBMS.
Areas for future cooperation
The process of undertaking the CBMS brought to light a number of possible areas for collaboration among various stakeholders. Some of these are:

1. Deficiency on hardware and improvement of personnel expertise for encoding and digitizing
   To meet the deadline, we should expand our operation either vertically or horizontally. Both options, however, have their own limitations, the most common of which is budgetary limitation. A sharing of resources is therefore a useful option.

2. New information needs to be included in the survey to entice key stakeholders’ participation
   An example is the inclusion of the middle initials of household members since sometimes, there are several names that are the same. And the middle initial will help distinguish one from another. Birthdates should also be included as these are useful to our political leaders as fund providers.

3. Project sustainability plan at the municipal level should be put in place
   One example is the trainor for trainers program at the municipal level especially on the updating of data.

4. Finally, an inventory of other survey activities/coordination with other government agencies
   Population Commission has its own survey, the Department of Health (DOH) has its CBMIS, and the Department of the Interior and Local Government (DILG) has its own. These create duplication of activities and utilization of government resources is not maximized. As such, the necessary coordination and cooperation among various government agencies is necessary.
CBMS Results and Interventions in Barangay 179, Pasay City

Romeo España

Located in Zone 19, Barangay 179 is the pilot site of the community-based monitoring system (CBMS) in Pasay City. Our vision for the barangay is “A vibrant and self-reliant community by 2010”. To achieve this goal, we cooperated with the Pasay City government in the implementation of the CBMS in our barangay.

Results of the CBMS survey

Based on the results of the CBMS survey in our barangay, there are 939 households with a population of 4,425. Of this, 2163 are males and 2262 are females.

The main problems identified from the survey results as shown in Table 1 were unemployment, high incidence of poverty and high number of children not attending school.

We registered an unemployment rate of 22.3 percent (403 unemployed persons) with the problem areas identified as Blocks 4, 19, 28, 34, and 26. One hundred fifty-seven households were living below poverty threshold (a rate of 16.7 percent), specifically in Blocks 8, 28, and 34. In terms of children not attending school, the results indicate that Blocks 28, 12 and 34 were the problem areas.

* Barangay Captain, Barangay 179, Pasay City.
To address this problem, we conducted five job fairs for persons aged 17-26 years old in coordination with the Public Employment Service Office (PESO) and private establishments. As a result, 23 persons were hired as service crew in workers food chain restaurants and as bell boys in hotels. These persons secured their barangay clearance from our office.

The Pasay City government also facilitated the legislation of the following City Ordinances:
- Creation of Technical Education Skills Development Council (TESDC), a consortia that enables and provides knowledge, skills and attitudes on livelihood, self employment and design of effective, sustainable livelihood equipping programs.

- Creation of the Small-Medium Enterprise Development Council (SMEDC), a consortia that enables micro entrepreneurs to participate in the actual market playing field and strengthen small and medium enterprises to sustain their growth.

It also set up a Satellite Barangay Employment Service Operation (SBESO) that conducted a training on skills inventory at the community level. Likewise, an on-line job facilitation through Philjobnet, in coordination with the PESO and Department of Labor and Employment (DOLE), was also conducted. Out of 100 application forms that we distributed, only 10 percent, however, came back to us as there were problems on the people’s educational attainment and skills.

We also sent 10 participants to the training/workshop on personality development and effective resume writing conducted by Cora Doloroso through the TESDC for people aged 21-26 years old. Out of these 10, only 4 were awarded certificates. According to the feedback, the participants were able to gain self-confidence and learned how to enhance their personality and answer job interviews.

At the same time, a livelihood seminar on candle making, food processing, flower arrangement, and others was conducted in coordination with the Cooperative Development Office (CDO), PCUC, and TESDC. Our people, especially stay-at-home mothers, were very happy that this seminar was conducted in our barangay since it gave them the opportunity not only to learn new skills but also be able to put up small income-generating activities. The problem right now though is the lack of capital to start the business.
For the Bayanihan Banking Program of the city government organized in cooperation with the City Cooperative Office, a total of 98 respondents, majority of whom were former Overseas Filipino Workers (OFWs) and their dependents, attended the seminar. Last June 7, during the Migrant Day 2005 celebration, a grant of Php50,000 was awarded to our barangay to implement a project for the benefit of the OFWs. Our barangay was also accredited as one of the OFW family circles in Pasay City.

We have also created the OFW Bayanihan Savings Group in partnership with CDO and Overseas Workers Welfare Administration (OWWA) for Groceria Project, a mini-mart owned and operated by active and inactive OFWs and OFW dependents.

**On education**

A total of 83 out of 943 children aged 6-16 years old were found to be not attending school. The reasons given were: some of the children do not have birth certificates, a requirement to enroll in school, and lack of school uniforms.

The possible interventions proposed were: registrar’s barangay registration program in priority blocks, and free school uniforms for the indigents given by some sponsors. From the CBMS data, we could easily identify who are the targeted beneficiaries from the listing of households with children not attending school.

Some of the possible interventions identified include:

- Provision of a scholarship program (free tuition fees, school supplies, uniforms, and monthly allowance, etc.) from St. Vincent Foundation which was availed by 100 families;
- Provision of free school supplies by SPECS, a day care center scholarship;
- Expression of desire to help by the Rotary Club;
- Donations by faith-based groups of school supplies to 200 indigent children; and
- Scholarship programs sponsored by city officials (Vice-Mayor and Congresswoman) and allocation of funds by the barangay.
On health and nutrition
Some of the possible interventions identified include:

- Saturday Medical Mission and Feeding Program for 200 children in coordination with Councilor Jose Antonio Roxas located at St. Francis Avenue;
- Quarterly feeding in coordination with the Kiwanis Club;
- Faith-based feeding program for 300 children in coordination with Jesus is Lord (JIL) and gift-giving sponsored by the LCG of Mary the Comforter of the Afflicted Parish;
- Conducted health seminars for mothers for proper caring and nutrition in coordination with the health center;
- Medical mission and gift giving for the senior citizens, in coordination with the senior citizen’s office, as a response to the issue raised during the community validation regarding the senior citizens’ welfare;
- New EENT/pediatric and minor surgery clinic with 3 doctors, free medicines every Saturday in coordination with Councilor Roxas; and
- Anti-dengue fogging conducted in coordination with the City Health Office (CHO) sponsored by Councilor Moti Arceo.

On water and sanitation
According to the CBMS results, 25 out of 939 households do not have access to safe water. This situation was attributed to the pipeline problems of Maynilad. After the CBMS result was shown, the pipelines were immediately fixed and access to safe drinking water was restored.

Meanwhile, 12 out of 939 households do not have access to sanitary toilet facilities. For this, the possible intervention identified was the declogging of drainage by the barangay captain in coordination with the Engineering Office. A change of drainage cover to steel in order to avert flood was also implemented.
On peace and order
Fifty-one out of 939 households have members who were victims of crimes. A total of 71 persons were victims of crimes.

In response to this problem, we are constructing a cyclone fencing of the perimeter of the crime-prone bridge crossing Tripa de Galina creek, to prevent criminals using this area as escape route. A barangay outpost was also built along the talipapa/public market near the bridge sponsored by Councilor Moti Arceo. We have also placed spot lighting along the bridge to minimize criminal activities. Additional tanod volunteers were also hired.

Positive results from these projects were seen as 7 rugby boys were apprehended and recommended for rehabilitation. The number of snatching cases has likewise been lessened.

Pasay’s CBMS impact/outcome indicators
How did we assess the effectiveness or effects of the interventions? The CBMS program in Pasay came up with the following impact/outcome indicators to help gauge the effects:

- Acquisition and application of new knowledge, skills, and attitude (KAS)
- Gaining of positive values
- Evidence of social, interpersonal and leadership skills
- Promotion of entrepreneurial orientation and economic mainstreaming
- Facilitation of quick need – solution intervention at the barangay level
- People empowerment
- Strengthening of community-based structure for active & sustained people’s participation
- Facilitation of quality and timeliness of services
- Promotion of human rights
- Tapping of indigenous capacities, values and practices.
Enhancing Barangay Paltao’s Service Performance Through the CBMS

Antonio San Pedro*

Barangay Paltao, Pulilan, Bulacan is approximately 52 kilometers away from Metro Manila and 9 kilometers away from the Bulacan Provincial Capitol. It is situated about 1.2 kilometers away from the poblacion center. Paltao is just one of the 549 barangays in the whole province of Bulacan and one of 19 in the municipality of Pulilan. Our annual barangay budget is approximately PhP1.2 million. As the barangay chairman, I am always on call 24 hours a day.

Despite our many constraints, we are proud to say that we have already received a number of awards and recognition. In 2003 and 2005, we received the Gawad Galing Barangay for our projects Damayan and Tribu Banyuhay, respectively. We were also the logo contest winner of the Gawad Galing Barangay. In 2004 and 2005, our barangay tanod received the most outstanding volunteer organization award in the entire province of Bulacan. Our barangay tanod also garnered the distinction of being the best barangay peacemaker action team for the entire province of Bulacan and Region III. We are also a consistent winner in our municipality’s Clean and Green Program.

* Barangay Chairman, Barangay Paltao, Pulilan, Bulacan.
Because of these, we thought all along that we were doing very well in our efforts to serve our constituents. The results of the CBMS survey revealed, however, that we still have a lot to do.

**Introduction of CBMS**

The community-based monitoring system (CBMS) was introduced to us in late 2004 with the Governor herself enjoining the full cooperation of all the barangay chairmen in the Province of Bulacan. We lost no time in informing the public about this program. We took advantage of a community social gathering – the *Libreng Pablinggo Para sa Mamamayan ng Barangay Paltao* – in December of that year to introduce the CBMS. We told them that there will be enumerators who will be visiting their households to collect information and that we will need their cooperation. Because of this, the CBMS survey enumerators did not experience difficulties in going around and collecting information.

According to our Municipal Planning and Development Coordinator, we are almost done with the processing of our data. I had the chance to go over the results during the past four or five days due to my commitment to present them in this conference. Only then did I realize the importance of the data that the CBMS survey was able to generate. Through CBMS, we found out which households in my barangay hardly have food on their tables. We were also able to find out which households have access to safe water and sanitary toilet facilities. Indeed, these are very important information which could further help accelerate the social and economic development of the local government units.

The barangay is the smallest political unit in our country. But sometimes, the barangay is the “dirty kitchen” of Philippine politics. Decisionmaking on “who gets what and when” in the development process is almost always a political decision. Through CBMS, however, we will now be able to identify which households need our help the most. Through this, our political leaders will be able to formulate programs and identify beneficiaries based on CBMS data.
and decide on what areas should be prioritized in terms of budget allocation.

The data that we have collected also went through a community validation activity. The validation workshop aims to ensure that local leaders and the rest of the community are informed of the results of the CBMS survey. It also provides an avenue for verifying the accuracy of the findings of the survey by facilitating discussions on possible reasons for said findings. It also facilitates the identification of the major problems of the community as well as the possible interventions needed to resolve these problems. The key participants in this validation activity are the Barangay Development Council Members, Barangay Health Workers, Barangay Nutrition Scholars, designated CBMS Field Enumerators, designated CBMS Field Supervisors/Monitors, Municipal/City Planning and Development Coordinator and other community representatives.

**CBMS survey results in Barangay Paltao**

**Demographic Information**

According to the results of the CBMS Survey, Barangay Paltao consists of 1120 households with an average household size of five members. The barangay has a total population of 5176 composed of 2669 males and 2567 females.

**Population by type of blood**

Through CBMS, we were also able to identify even the blood type of the residents of the community. Most of the residents in the barangay have blood type O. However, there are still a lot of them who still do not know their blood types. Perhaps, these are the children.

**Population by civil status**

Out of the total population of 5236, there are 2885 residents in the barangay who are single. On the other hand, there are 2089 who are already married. There are 38 widowers and 180 widows implying that women really have longer lives than men.
Population by religious affiliation
The dominant religious group in Barangay Paltao is Roman Catholic, with a total of 5037, roughly 96 percent of the total barangay population.

Health and nutrition
Malnutrition
The nutrition program of the Province of Bulacan has been recognized as one of the best in the entire country. However, there are still 3.2 percent of children aged 0-5 years old who are malnourished (24 out of 748 children aged 0-5) in Barangay Paltao. Out of these 24 malnourished children, 16 are males and 8 are females. These children can be found in Purok 1 (3 children), Purok 2 (13 children), Purok 3 (6 children) and Purok 4 (2 children).

Child deaths
A total of 8 children aged 0-5 years old died during the past twelve months. Out of these 8 children, 6 are males and 2 are females. These children came from Purok 4 (1 child), Purok 2 (1 child) and Purok 1 (6 children). Purok 1 is a depressed area in the barangay with mostly transient residents.

Women deaths due to pregnancy related causes
A total of 2 women died due to pregnancy-related causes. These women came from Purok 1 and Purok 2.

Water and sanitation
Access to safe drinking water
Only 1 out of the 1,120 households in the barangay has no access to safe water. Based on the survey, the source of water of this household which is located in Purok 4 is a dug well. However, during the community validation, we found out that this household has other sources of drinking water and has access to clean water. Thus, it can
be concluded that all households in the barangay have access to safe water.

**Access to sanitary toilet facilities**
A total of 52 out of 1,120 households in the barangay have no access to sanitary toilet facilities. These households are located in Purok 4 (1 household), Purok 3 (2 households) and Purok 1 (49 households). Most of the residents of Purok 1 live in squatter areas where there is very limited space for the construction of toilets. We plan to solve this problem through the construction of a centralized septic tank.

**Shelter**

**Households living in makeshift housing**
A total of 21 out of the 1,120 households in the barangay are living in makeshift housing. These households can be found in Purok 1 (11 households), Purok 2 (5 households), and Purok 4 (5 households).

**Informal settlers**
A total of 118 out of the 1,120 households in the barangay are classified as informal settlers. Majority of these households are located in Purok 1 (109 households).

**Education**

**Children 6-12 years old who are not attending elementary school**
Twenty three percent (180 out of 783) of children aged 6-12 years old in the barangay are not attending school. This is composed of 103 males and 77 females. These children can be found in Purok 1 (92 children), Purok 2 (29 children), Purok 3 (19 children) and Purok 4 (40 children). This is indeed a very big number considering that many learning institutions are located in our barangay. This is perhaps due to the fact that most of these institutions are private schools and most parents cannot afford the tuition. However, we expect that this will be somewhat mitigated with the opening of Liceo de Pulilan where
364 children are currently enrolled. The education of some of these children is sponsored by the Canadian Government.

**Children 13-16 years old who are not attending high school**
Almost 40 percent of children aged 13-16 years old are not attending high school (164 out of 413). This is composed of 85 males and 79 females. This is probably due to the distance of our barangay to the nearest public high school which is 12 kilometers away. However, according to our Vice Governor Willie Plamenco, negotiations are underway to establish a high school in the poblacion which is walking distance from our barangay.

**Children 6-16 years old who are not attending school**
A total 15.7 percent of children aged 6-16 years old are not attending school. We plan to bring up this alarming problem with Congressman William Jurado of the 1st district of Bulacan.

**Employment**

**Unemployed persons in the barangay**
Based on the CBMS survey results, a total of 395 of the residents in Barangay Paltao are unemployed. This is composed of 247 males and 148 females.

**Income**

**Households with income below the poverty threshold**
Even if the barangay has a relatively high percentage of employment (80.4%), 27.7 percent of the total households have incomes below the poverty threshold or 310 out of the 1,120 total households. Most of these households are located in Purok 1 (163 households). This means that most employed members are still underemployed because they could not even sustain their basic needs.

**Households with income below the food threshold**
A total of 154 out of 1,120 households in the barangay have incomes
below the food threshold. Most of these households are located in Purok 1 (88 households).

**Peace and order**

*Victims of crime*

A total of 5 residents composed of 3 males and 2 females reported being victims of crime in the barangay. Most of them are residents of Purok 1 and Purok 2.

**LGU-specific indicators**

A total of 145 out of 329 residents aged 60 years old and above already have senior citizen’s ID. Out of the 184 senior citizens who have no IDs, 60 are males and 71 are females. This relatively high number of senior citizens without IDs is probably due to the fact that most of them are still unaware of this government program.

There are a total of 110 solo parents in the barangay. Eighty-five professionals are living in the barangay. A total of 100 out of the 5,236 total population in the barangay are persons with disabilities (PWDs).

Meanwhile, there are 83 households who reported having former household members as overseas Filipino workers (OFW). The barangay has a total of 91 OFWs.

**Summary of CBMS core indicators**

Table 1 shows the CBMS core indicators in 4 Puroks of Barangay Paltao. Out of the 4 puroks in the barangay, Purok 1 seems to be lagging behind.

**Primary problems in the barangay**

Based on the results of the CBMS Survey, the following are the major problems that should immediately be addressed in Barangay Paltao: (a) high number of out-of-school youths (OSYs), (b) unemployment, (c) high poverty incidence rate, and (d) large number of squatters.
**Recommended interventions**

During the community validation, the residents of the barangay proposed the following measures to mitigate the major problems in the barangay:

- **Sanitary Toilet Facilities**
  
  Construction of a central septic tank in the squatters area where access to sanitary toilets is low.

- **Squatters**
  
  Identify a relocation site as well as construct housing units for the informal settlers in the barangay.

- **Education**
  
  Conduct an orientation for parents and their children on the importance of education.

- **Employment**
  
  Implement a livelihood project that will benefit the residents of the community.

On the basis of this identification of the primary problems in our barangay as well as the recommended interventions needed to resolve these, we will now use this as our basis when we ask for the assistance from higher government officials. For this, the CBMS has really been useful to us.
## Table 1. Summary of CBMS Core indicators, Barangay Paltao, Pulilan, Bulacan

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Purok 1</th>
<th>Purok 2</th>
<th>Purok 3</th>
<th>Purok 4</th>
<th>Total</th>
</tr>
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<tbody>
<tr>
<td><strong>Health and Nutrition</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1 Proportion of Child Deaths Aged 0-5 years old</td>
<td>2.12</td>
<td>0.6</td>
<td>0</td>
<td>0.6</td>
<td>6.0</td>
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<tr>
<td>2 Proportion of Women Deaths Due to Pregnancy-Related Causes</td>
<td>2.0</td>
<td>3.8</td>
<td>0</td>
<td>0.0</td>
<td>1.5</td>
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<tr>
<td>3 Proportion of Malnourished Children aged 0-5 years old</td>
<td>1.1</td>
<td>7.3</td>
<td>5.6</td>
<td>1.1</td>
<td>3.2</td>
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<tr>
<td><strong>Housing</strong></td>
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</tr>
<tr>
<td>4 Proportion of Households Living in Makeshift Housing</td>
<td>2.51</td>
<td>1.81</td>
<td>0</td>
<td>2.2</td>
<td>1.9</td>
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<tr>
<td>5 Proportion of Households who are Squatters</td>
<td>24.9</td>
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<td>0.5</td>
<td>3.6</td>
<td>10.5</td>
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<td><strong>Water &amp; Sanitation</strong></td>
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<td>6 Proportion of Households without Access to Safe Water</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0.4</td>
<td>0.1</td>
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<td>7 Proportion of Households without Access to Sanitary Toilet Facilities</td>
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<td>1.1</td>
<td>0.5</td>
<td>4.6</td>
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<td><strong>Education</strong></td>
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<tr>
<td>8 Proportion of Children 6-12 years old who are not Attending Elementary school</td>
<td>28.0</td>
<td>16.3</td>
<td>16.0</td>
<td>25.5</td>
<td>23.0</td>
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<td>9 Proportion of Children 13-16 years old who are not Attending High School</td>
<td>42.9</td>
<td>33.7</td>
<td>35.4</td>
<td>42.6</td>
<td>39.7</td>
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<tr>
<td><strong>Income</strong></td>
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</tr>
<tr>
<td>10 Proportion of Households with Income Below the Poverty Threshold</td>
<td>37.2</td>
<td>10.1</td>
<td>23.0</td>
<td>34.5</td>
<td>27.7</td>
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<td>11 Proportion of Households with Income Below the Food Threshold</td>
<td>20.1</td>
<td>3.3</td>
<td>11.0</td>
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<td>12 Proportion of Households which Experienced Food Shortage</td>
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<td>0.3</td>
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<tr>
<td>13 Proportion of Persons who are Unemployed</td>
<td>20.9</td>
<td>17.6</td>
<td>18.8</td>
<td>19.9</td>
<td>19.6</td>
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<td><strong>Peace and Order</strong></td>
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<td></td>
<td></td>
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<tr>
<td>14 Proportion of Persons who were Victims of Crime</td>
<td>0.2</td>
<td>0.1</td>
<td>0</td>
<td>0</td>
<td>3.0</td>
</tr>
</tbody>
</table>

Source: CBMS Survey 2005
Session 6

Enhancing the LGUs Performance of its Key Functions Through CBMS
CBMS as a Tool To Measure Good Governance: The Mandaue City Experience

Serafin Blanco*

The community-based monitoring system (CBMS) came at a time when Mandaue City’s development planners were looking for a tool that could enable them to determine the existing situation of development indicators and that could help them measure the performance level of each of the city’s operating units vis-à-vis the identified development indicators at the end of the planning period.

The City of Mandaue is considered as the industrial hub in the south. It accounts for 70 percent of the total furniture export in the country. With a land area of only 3,487 hectares, the city is host to more or less 310,000 population, growing at an annual rate of 6.06 percent. With the growing population brought about by migration, one can immediately see the enormous challenge of identifying the needs of the population and delivering the right development interventions.

As a development planner, I feel an uneasy sense of insufficiency when I make projections and programs that are based on unreliable secondary data. This has been the planning mode, at least at the local government planning level. There is a lack of benchmark data, statistics that are disaggregated at the barangay and sitio levels.

As a city manager, I entertain doubts on whether the development

* City Administrator, City Government of Mandaue, Cebu.
interventions that we are delivering to the city’s communities are really responsive to felt needs or not; whether the levels of development indicators in our locality are truly reflective of the existing situation or not; and whether the level of success or performance indicators that we have established to achieve at the end of the planning period is really the true outcome that we have envisioned or not.

With the limited resources that local government units are facing, development planners and LGU managers need to ensure that the delivery of basic services is concluded with the highest possible cost-benefit ratio. Accountability dictates that the highest level of effectivity and efficiency in promoting better quality of life is reached at the end of the planning process.

There have been initiatives by development planners to measure governance. With the main purpose of social accounting and of gaining an appreciation of the quantity and quality of development interventions introduced at various levels of governance, tools in identifying development lags and development leads have been formulated.

LGUs are familiar with the local governance performance management system, the minimum basic needs approach, integrated rapid appraisal tool, and development watch. All these are useful tools. However, these are based on perceptions, secondary data, and interviews from resource persons, all of which we feel are not sufficient.

We need to be more precise in identifying development needs and in measuring levels of performance. We need reliable data to be able to formulate the right approach and attain a level of responsiveness to the identified priority needs; data that allow planners and managers to identify development lags and leads by levels of delivery, whether the barangay, sitio, or even household level.

Development must assume a face and an address. The formulation of a barangay development plan, the comprehensive land use plan, and program and project packaging must consider this very wise dictum. We cannot go on shooting so many arrows and not one
of them hitting the target. Let us shoot one arrow and hit the intended target, whether this target is a person, a household, a sitio or a barangay.

Having tried and tested the CBMS approach, I feel that its tools and techniques will effectively and realistically answer the need for the availability of reliable data from the household level, data that can be disaggregated at the sitio and barangay levels. With such planning tool, we felt that we were ready to conduct development mapping in every barangay. This is in consonance with the city leadership’s strategic thrust of developing our communities into empowered development centers.

The City of Mandaue will be having its strategic planning session this coming October 6, 7, and 8. The various city operating units will be formulating programs and projects for calendar year 2006. The department heads are required to establish the existing levels of core poverty indicators and project performance indicators each unit envisions to hit at the end of the year. The CBMS-captured data will be used as our benchmark. We will be formulating our operations plan for 2006 with the assurance that we have in hand, solid, reliable data from the household, sitio, and barangay levels.

We are also in the process of updating our comprehensive land use plan and the city’s capital investment program. We are formulating such with the assurance that the barangay socio-economic profiles and plan documents from the barangays are based on consolidated data gathered from all the households in all the barangays. In the end, we feel assured that we are catering to the needs of the constituents and that we are utilizing funds for the right development interventions and the right beneficiaries.

Performance monitoring is just as important a component of the planning process as the formulation of goals and objectives. CBMS allows a planner to do both with relative accuracy and dependability. The city of Mandaue believes that the CBMS is the answer to the planner’s quest for a more reliable tool for plan formulation, project development and performance monitoring. With CBMS, the city is
now more certain of its targets as far as the following plan documents are concerned:

- Comprehensive land use plan
- City investment plan
- Shelter plan
- Poverty reduction plan
- Millennium development goals plan
- Disaster preparedness plan
- Children’s and senior citizens’ welfare plan
- Gender and development plan
- City operations and operations monitoring plan

With our barangay.net project, which digitally connects the city’s 27 barangays, data banks, which contain statistical data at the household, sitio and barangay levels can now be accessed by the city’s operating units, thus enabling them to formulate programs and projects that are client-specific and needs-specific. The barangays, on the other hand, can now attain easier connectivity with the various city departments, thus expediting the delivery of basic services and the flow of planning information.

With the city’s appreciation on and experience learned from the CBMS approach, we can volunteer the following policy implications:

1. Local government units, given the training and resources, are capable of gathering household-level data, encoding and analyzing these data.

2. CBMS is a rich source of data and can fill in the data gaps for the formulation of the local government performance management system, the minimum basic needs, the development watch and other instruments of measuring development indicators. Hence, there is a need to integrate all these instruments into one performance-measurement tool.

3. Local government units should be directed to adopt the CBMS approach to plan and program formulation and set aside a part of its budget for data gathering, encoding, and analysis.
If the provinces can implement CBMS next year, we should be able to establish, within next year, a data bank at the barangay, municipal/city, provincial, regional and national levels.

4. The CBMS will pave the way for the mobilization and involvement of the communities for the barangays’ planning initiatives, thus ensuring the participation of all sectors and bringing about a sense of ownership of the planning process and of plan documents.

5. Budgeting should be based on programs that are supported by reliable, disaggregated data. It should be indicator-led and performance-based.

6. A development observatory needs to be established supported by a strong and efficient data banking system.

7. All barangays should be directed to regularly submit a barangay development map and an updated socio-economic profile to ensure that every barangay chairman knows his/her barangay’s development needs and direction.

With the ever-increasing number of LGUs that have adopted the CBMS approach, we are positive that eventually the process of planning, program and project development, and performance monitoring utilizing the CBMS data will be institutionalized in all the local government units.

We would also like to believe that all the LGUs which have already started the CBMS initiatives are more than willing to provide advocacy, the resource persons and technical support to transform the CBMS program into a national planning initiative.

Such is our projection. And I guess the projection is based on solid data.

We wish to extend our deep appreciation to the CBMS Network Coordinating Team and the Angelo King Institute for introducing the CBMS approach to the city and providing us with a tool that could enable us to measure and monitor the performance of the city’s
development indicators. It is wise to regularly account for your performance in governance and performance backed up by statistics, the CBMS way.
From Dependence-Based to Participatory Development: CBMS’ Role in Transforming Talisay

Mirian Hernandez*

The municipality of Talisay, the smallest agricultural town in Camarines Norte, in the Bicol Region has been very much dependent on internal revenue allotment (IRA) for its survival and development. Having very limited opportunities for advancement commercially and industrially, considering that 96 percent of the municipal land area are confined to rice and coconut lands, all that the municipal administration could do with its very limited financial resources had been to seek financial help from different regional government agencies, the national government and foreign funding institutions.

The province of Camarines Norte has 12 municipalities. The municipality of Talisay is the smallest in terms of land area with only about 3,076 hectares or just 1.33 percent of the provincial land area. The municipality is composed of 15 barangays – one urban, three coastal and 11 rural barangays. The 2003 CBMS data showed a total population of 21,524. Out of this, 10,928 are males and 10,596 are females. Total household population is 4,557 and the average household size is 5. Economically, its annual growth rate is 4.08 percent, upstaging other large municipalities of the province and the capital town of Daet.

* Municipal Planning and Development Coordinator, Municipality of Talisay, Camarines Norte.
Talisay is characteristically flat, with no mountains and valleys. Bordering it is the Pacific Ocean in the northeast, the municipalities of Vinzons and Labo in the northwest, San Vicente in the southwest and Daet in the southeast.

In terms of land use, agricultural areas dominate at 2,924.66 hectares or 95.08 percent. Traditionally, the main livelihood of the people is farming, followed by government services and then fishing.

The burning of Talisay’s municipal building in April, 2003 put the local government unit in a very depressing situation. All the records and equipments were destroyed and burned to ashes, leaving nothing to start with. This situation, however, did not discourage the local administration from continuing with all effort to improve the life of the community.

**Enter the CBMS**

The introduction of the community-based monitoring system (CBMS) in the Province of Camarines Norte, specifically in the Municipality of Talisay by the CBMS Team (formerly MIMAP-Philippines Project Management Office) sometime in April 2003, was thus very timely, considering that all documents in all of the municipal offices were destroyed during the fire. Since the possibility of data reconstruction was very remote, gathering of new information became the only recourse.

The CBMS as a tool in collecting basic data has been adopted by the LGU with the primary aim of: 1) generating firsthand record that could be used in the daily management of local government social services, specifically in the allocation of budget and other resources from the 20 percent Development Fund, and 2) serving as benchmark data in making project proposals for submission to other funding institutions. The LGU relied heavily on foreign funding sources and national programs in its implementation of poverty reduction programs.

The data generated from the CBMS survey which were made available in November 2003 have been the only source of information
for the municipality of Talisay. Other municipal offices like those of Agriculture, Social Welfare and Development, Health, Budget, and Planning and Development as well as line agencies like the Department of Interior and Local Government (DILG), Department of Health (DOH) and Department of Social Welfare and Development (DSWD) and the Provincial Government also rely on the data obtained from the CBMS.

Table 1 shows some of the important information that resulted from the CBMS survey.

Based on these results, the sectors that the local administration saw as needing priority attention were nutrition, water and sanitation, housing, and income and employment.

With the gaps identified, planning activities were made and consequently, some concrete actions were established.

**Setting up of interventions**

To address the nutritional problems of children aged 0-5 years old, the municipality launched, in connection with the Nutrition Month and Children’s Week celebrations, feeding programs for selected day care students funded from the 20 percent Development Fund. Recently, it has forged an agreement with the National Dairy Authority through the Expanded Dairy Program for Rural Enhancement, a milk feeding of the malnourished children by providing 180 ml. packs of safe, reconstituted milk on a continuing and regular basis from Monday to Sunday for 120 days at a total project cost of PhP100,800.00. The milk was being supplied by the local-based CBRM NGO whose livelihood project included Dairy Production. Maternal health care programs were also intensified to counter malnutrition problems during the early stages of pregnancies. The accreditation of the Municipal Health Center to the Sentrong Sigla was also a welcome addition to the services being offered by the local government.

On sanitation, problems have been addressed through the provision of water-sealed toilet bowls to an initial number of 40
Table 1. Summary of CBMS indicators, Municipality of Talisay, Camarines Norte

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Health and Nutrition</strong></td>
<td></td>
</tr>
<tr>
<td>1. Proportion of households with child deaths aged 0-5 years old</td>
<td>0.17</td>
</tr>
<tr>
<td>2. Proportion of malnourished children aged 0-5 years old</td>
<td>12.28</td>
</tr>
<tr>
<td><strong>Housing</strong></td>
<td></td>
</tr>
<tr>
<td>3. Proportion of households without residential land</td>
<td>53.08</td>
</tr>
<tr>
<td>4. Proportion of households who are squatters</td>
<td>1.15</td>
</tr>
<tr>
<td><strong>Water and Sanitation</strong></td>
<td></td>
</tr>
<tr>
<td>5. Proportion of households without access to safe water</td>
<td>10.40</td>
</tr>
<tr>
<td>6. Proportion of households without access to sanitary toilet facilities</td>
<td>14.07</td>
</tr>
<tr>
<td><strong>Education</strong></td>
<td></td>
</tr>
<tr>
<td>7. Proportion of children 6-12 years old who are attending elementary school</td>
<td>90.22</td>
</tr>
<tr>
<td>8. Proportion of children 13-16 years old who are attending high school</td>
<td>80.50</td>
</tr>
<tr>
<td>8. Proportion of persons that can read and write in simple dialect or language</td>
<td>98.37</td>
</tr>
<tr>
<td><strong>Income</strong></td>
<td></td>
</tr>
<tr>
<td>9. Proportion of households with income below the poverty threshold</td>
<td>46.83</td>
</tr>
<tr>
<td>10. Proportion of households with income below the food threshold</td>
<td>33.62</td>
</tr>
<tr>
<td>11. Proportion of households which experienced food shortage</td>
<td>8.25</td>
</tr>
<tr>
<td><strong>Employment</strong></td>
<td></td>
</tr>
<tr>
<td>12. Proportion of persons who are unemployed</td>
<td>22.36</td>
</tr>
<tr>
<td><strong>Peace and Order</strong></td>
<td></td>
</tr>
<tr>
<td>13. Proportion of persons who were victims of crime</td>
<td>3.09</td>
</tr>
</tbody>
</table>

Source of data: CBMS Survey, 2003

households selected from the 15 barangays. On water, meanwhile, five units of Level III water system with filter box was constructed in far barangays. Funding for these two projects came from the KR-2 Project (RP-Japan Increase in Food Production Project). Level I water system, meanwhile, was provided through the extension of water pipe lines in four barangays with Level I water sources. To make the program complete, a series of trainings and information campaigns on health and sanitation were initiated by the Municipal Health Office personnel.

The housing problems, on the other hand, which affect 53.08 percent of total households relate to those renting, and those living in
house and lot either with consent or without consent of land owners. This situation is very alarming which made the local administrators tap other institutions to push for the housing program. At present, the LGU has acquired a 3-hectare, 150 lot socialized housing project, not to mention core shelter projects given by the DSWD. Recently, the Gawad Kalinga Housing Project of the Couples for Christ has already committed 45 of the total 100 housing units being targeted for 2005. So far, 36 houses have already been awarded and occupied by different beneficiaries.

To approach the nagging problems on low family income which is the main cause of poverty among the rural poor, the local administration availed of the Infrastructure for Rural Productivity Enhancement Sector (InfRES) Project that aims to improve and sustain agricultural production through the rehabilitation/upgrading and construction of farm-to-market roads. This is expected to decrease or lower poverty among the local constituents, notably farmers and farm families. This project is also expected to generate jobs and in the long run, the communities could readily avail of other social services on health, agriculture and education since access infrastructure like roads shall be made available.

With the Regional Development Council (RDC) implementation of the synchronized updating of the Socio-Economic and Physical Profile (SEPP) for all the Local Government Units in the Bicol Region, the CBMS data generated have been used in encoding barangay information relative to economic, social and physical characteristics of the Local Government Unit and the barangays. This will ultimately be translated into the Municipal Comprehensive Land Use Plan (MCLUP) and the Zoning Ordinance which is currently being revised by the Sangguniang Bayan to suit the present development needs of the locality.

**The CBMS in the ELA**

The most significant role played by the CBMS in development planning process, particularly in the preparation of project proposals
and in designing other legislative measures, has, however, been in finalizing the 3-year Executive and Legislative Agenda (ELA) and the drafting and formulation of the Children’s Right and Welfare Code and the Municipal Development Plan for Children (MDPC) for CY 2005-2025.

The Executive and Legislative Agenda (ELA) for 2004-2006 is also an essential tool incorporating the key aspirations, challenges and concerns facing the LGU and outlines the set of programs, projects and policies toward the attainment of sustained socio-economic development. The ELA is reflective of support from various stakeholders in the LGU. It is also an action program that unites the development priorities of the Local Chief Executive and the Sangguniang Bayan. Moreover, the ELA was based on the prioritized issues ensuing from the results of the CBMS, under the five priority sectors that include administration, governance, social services, economic and environment. Some issues and problems identified by the Municipal ELA Team, based on the CBMS results, were used to determine the mission, vision, objectives, development goals and strategic direction of the LGU. These issues include the following:

1. Lack of job opportunities/unemployment
2. Lack of livelihood programs
3. Limited LGU-initiated health programs
4. Absence of Level III water system
5. Absence of electricity in some barangays, and
6. Limited housing programs and policies

Among the indicators extracted from the CBMS which related to these issues are the following:

- Health: Infant mortality and access to safe drinking water and sanitary toilet facilities.
- Education: Literacy, enrollment, early childhood education, school participation, and school drop-outs.
Protection: Working children, out-of-school youths, and child abuse cases.

Participation: Membership in youth organizations and participation in various community activities.

**Conclusion**

As a whole, the CBMS is really an important tool in determining the needs of the people and seeing the extent of certain conditions in a locality to reveal the overall picture of life in our barangays.

The CBMS is not only an approach using community participation to facilitate assessment of actual needs. It also develops in the community empowerment in view of the people’s involvement in the consultation process and information sharing through the surveys conducted by the barangay enumerators as well as the validation of the data and information gathered which are presented to them. With this empowerment comes the motivation to participate in all the development undertakings of the government. These will redound to sustained growth.

With CBMS, we can thus look forward to participative development. And CBMS as our partner in development, nothing is impossible.
Session 7

Mobilizing Resources for CBMS
Mobilizing Resources for CBMS: The IDPG Story

Oscar Francisco*

Let me begin by saying that the Institute for Democratic Participation and Governance (IDPG) is a story in itself. And I will tell you its story because my work at the grassroots level is mainly telling stories. People love stories – stories that matter to their daily survival, and stories of changes and reforms – that is why I am glad that local government units (LGUs) are amply represented in this forum.

**IDPG’s programs**

IDPG’s main program is the Barangay Administration Training and Management (BATMAN) Program. Our paradigm is to have the state and civil society working together, and developing democratic interdependence and synergy. We work on the hypothesis that if these two parties come together or join forces, there will be positive outcomes for local development and poverty reduction. This, I think, has been proven right in Eastern Visayas.

The second program of IDPG is monitoring. We have four poverty reduction programs in Eastern Visayas that LGUs appreciate very much because they now have access to funds to finance their poverty alleviation programs. The KALAHI-CIDSS program has

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shown that national-to-local government fund transfer can be done in record time. If a barangay decides to pursue a particular project, the money will be there in two weeks time.

Another project that we have in Eastern Visayas is the Land Administration and Management Program.

The Philippines is basically an agrarian country which wants to halve extreme poverty by 2015. To do this effectively, one has to address asset reform. Asset reform is giving titles to poor people which they can use as collaterals. In light of this, we have to make agrarian reform as a sharp instrument for poverty reduction. After all, as noted in the latest World Bank Development Report, equity and development are very important elements in poverty reduction.

Another program that we have is the Infrastructure Rural Productivity Enhancement Sector (INFRES) program. And, of course, the Agrarian Reform Community Development Program.

**Scaling up poverty reduction and raising resources**

Recently, our group joined Dr. Celia Reyes in attending a conference on scaling up poverty reduction held in Shanghai, China. An a priori condition that was agreed upon by the participants is to have a CBMS to scale up poverty reduction. We are not just talking about 1, 2, 3 barangays who are poor. We are talking about 10,000 barangays who are poor. We are not talking about ten barangays who have no water. We are talking about 10,000 barangays without access to safe water. We therefore have to address this problem and we saw that CBMS will be able to provide the data for the work on scaling up poverty reduction.

So now, we are trying to raise funds for the nationwide adoption of the CBMS. Our target is the first 20 poorest provinces in the Philippines. Basically, that is what the IDPG is doing and that is our story.

In my work at the National Anti-Poverty Commission (NAPC), the focus is on how to bring national resources to Eastern Visayas.
Of course, the first source of funds and resources is the Internal Revenue Allotment (IRA). The IRA is a matter of right for LGUs. It is therefore yours. I thus advise you to get that money and use it for your programs and projects without feeling that it is a sort of debt of gratitude that you owe the national government and that you are IRA-dependent.

In relation to this, there are projects that are being implemented by national government agencies like the NAPC-implemented project called Strengthening Institutional Mechanisms for Convergence of Poverty Alleviation Efforts (SIMCPAE) where they ask LGUs for counterpart funding. Ideally, the process should be the other way around where LGUs should be implementing the project and then having national government agencies provide counterpart funding. The convergence point for this kind of project should be “barangay-bayan-munisipyo”. That is why it is important that a CBMS be put in place in your area and that it be done well to have a very good local development planning. This will help in reversing this kind of situation.

Another source of funds is the donor community. My advice is for you to romance the donors (Figure 1) - know who they are, know your funders, keep your donors updated, know the desk officers, etc.

In this regard, I think the IDPG is the only NGO in Eastern Visayas that specializes in participatory local governance. I do not have any money when I go and talk to the mayors. I tell them that we should negotiate.

For instance, we got PhP1.5 million from Misereor for monitoring poverty reduction programs. But again, we realized that we cannot monitor the impact of poverty reduction projects if we do not have CBMS. That is why we asked for the assistance from Congresswoman Rissa Hontiveros of ANAKBAYAN partylist and the Peace and Equity Foundation (PEF) to be involved in the project.

More importantly, of course, we were able to mobilize the LGUs and now they are in charge of local trainings, honorarium of enumerators, data collection, etc. With an initial investment of PhP1
million for the CBMS project that the IDPG was able to raise for the LGUs in Eastern Visayas, the return is now more than double.

**Multiplication of resources**

In the light of diminished resources, what is the paradigm that I am using? It is the paradigm of the multiplication of loaves of bread and fishes. When Jesus Christ took a loaf of bread and distributed it to the people, the people brought out their own food. Therefore, the moral of my story is to have faith before analysis. Believe in the project such as the CBMS and there will be resources coming in. That is faith before analysis. Effective, empowered communities will be the wind beneath the wings of exemplary leaders at the local level.
My presentation this afternoon is divided into three parts. Part one is focused on the challenges and the corresponding strategies we used in the implementation of CBMS in Pasay. Part two is about the updates of CBMS in our city while part three is about the next steps in our CBMS work.

The promised benefits from CBMS are very enticing. In Pasay City, we literally grabbed the opportunity of doing CBMS in the city. Without any second thought, we tied the knot with the CBMS Team. Things that are nice and beautiful, however, are really hard to get. Doing CBMS is an example.

**Hurdling the challenges**

The first of the challenges we met was budget constraint. We had to initially implement the program in the fourth quarter of the fiscal year of 2004 without an approved budget as yet. The PhP2 million approved budget was still to be operational by 2005 but we badly needed to have the program take off soonest. So we pooled whatever resources we can get from the budget of the Mayor, the City Administrator, my office budget and that of the City Cooperative’s Office. All in all, we were able to pool PhP308,000.00 on this initiative.
The next challenge we hurdled was mustering the cooperation of different LGU line agencies. We solved this by having the Mayor issued an executive order creating the Pasay CBMS-Technical Working Group (TWG).

Before the citywide implementation of the CBMS, it was pilot tested in one of our barangays, Barangay 179. During this period, most of the problems surfaced like a more detailed spot map should be prepared by the barangay officials prior to the actual data gathering. Also, a marker, preferably a sticker, should be posted on the door of a household that has been surveyed/censused.

Then another challenge that we faced was the big number of barangay officials that we had to convince before CBMS can be done at the community level. We have 201 barangays and we need to orient them on their critical role in the CBMS work. The first initiative that we did was to present the results of the CBMS pilot test in Barangay 179 at the Local Development Council Meeting where all barangay captains are members. Though most of them pledged their full support to the new project, we got a different response once we did the actual work.

In order to have their full cooperation, another Executive Order was issued by our Mayor, directing the citywide implementation of the CBMS and defining the roles of the different stakeholders, one of whom were the barangay officials.

Then another problem surfaced. This time, it is about the enumerators. It turned out that most of the enumerators we trained before are not serious enough when it comes to actual work. Most of them, if not all, had backed out. So, we conducted a series of enumerators’ training with potential candidates recommended by the barangay officials.

Since data gathering was in full swing, another challenge caught us offguard. We did not have enough computers to encode all the data gathered. At the CPDO, we only had five computer units and all of them had other intended uses. Now, what shall we do? Fortunately, we have a very good working relationship with the other government
units in the city. The Department of Education (DepEd) Pasay has quite a number of computer units in their stock and their computer classes were soon to close because it was already March, so we borrowed from Pasay DepEd four computer units. Then another four computer units were lent to us by the City Mayor. By then, the amount of the CBMS data for encoding had increased and we had to double time in doing the encoding work.

We were thus lagging behind schedule in the encoding work. Volunteer encoders were hard to come by and most of our staff were busy supervising the data-gathering work. In order to address this need, we therefore had to train and hired certified encoders to do the job in order to eliminate encoding errors and facilitate the processing of data.

Implementing the CBMS citywide is a very demanding work. For a small office like ours, we needed a lot of ingenuities in us to be used in this endeavor. Since we are quite few in the City Planning Office and there were other tasks that were simultaneously done with the CBMS like the zoning implementation and other planning concerns, we tried to devise ways by which we can maximize each staff’s workload with minimum supervision. An improvised monitoring board was installed in our office for the CBMS implementation’s step by step procedure. Each staff assigned in each step was required to indicate on the board every accomplishment made on his/her assigned task. This way, monitoring became easy.

There were other minor challenges that we encountered and surely, there will be more to come. But we intend to finish this job, whatever it takes.

**What’s happening?**

Today, we have finished more than half of the task and we are trying to do some strategies to fast track the remaining work. This may not be easy for us but that is the real challenge we have to face.

What inspires us now is that we are implementers of a program worthy of international recognition. For instance, a group of officials
from Bhutan came to Pasay to observe the work we are doing and learn from our experience. We also had a visit from delegations from Timor-Leste with particular interest on the city’s CBMS work.

Meanwhile, Muntinlupa City, another local government unit from the Metro Manila, is also eyeing to implement CBMS in their area and we at Pasay City are happy to answer all their queries regarding the program.

At present, we have not yet fully harnessed the promised benefits of CBMS. What we now have are initial results but even so, we are doing our best to have these results known to the service providers of the city and thus influence them in providing immediate appropriate interventions to the community’s identified needs.

**What’s next?**
The CBMS results have led to various programs. One is the preparation of the barangay socio economic profile using CBMS generated data. For this, we have writeshops to help come up with good profiles. Another is the preparation of a barangay development plan that is responsive to the needs identified in the CBMS results.

We still have a long way to go before we could fully finish the CBMS in Pasay City. Initial results, however, are being presented to the local policy and decisionmakers. There is this pressing need to redirect policies and approve programs that are responsive to the real needs of the people. And the CBMS can truly help in firming up this re-direction and re-focus.

More challenges are sure to come but they are just opportunities needing to be faced and unlocked for us to harness their potentials.

In our city, we have this slogan: “AIM HIGH PASAY” but with CBMS, I should say: “WE WILL HIT THE MARK”.
Session 8

National Repository of CBMS Database
Building a National Data Repository: Construction Through CBMS

Celia Reyes, Jasminda Asirot and Joel Bancolita*

The Community-Based Monitoring System (CBMS)\(^1\), in the context of poverty monitoring, is a powerful tool to identify who and where the poor are, formulate poverty reduction programs, and monitor impacts of programs. CBMS is an organized way of collecting household level information at the local level. More than just a data collection tool, it seeks to integrate the use of data in local level development planning and program implementation to support evidence-based decisionmaking.

CBMS and data maintenance
With the increasing use of CBMS among local government units (LGUs), it is natural that the bulk and amount of data made available also grow immensely. Now, the issue is what tool to use to accommodate these data, where to get such data as well as who will maintain these data. Furthermore, it is also important to explain why the task is needed and how to implement it.

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\(^1\) Community-Based Monitoring System: A Tool to Fight Poverty. September 2005.
How do CBMS information flow?
The CBMS utilizes household surveys to collect information at the household and individual levels. It involves a complete enumeration of households to provide information not just on how poor the municipality or barangay is, but also on who and where the poor households and individuals are. Data are submitted to the next higher geopolitical level, allowing for the establishment of databanks at the barangay, municipal/city and provincial levels. A national agency is envisioned to be the national repository of the data. The CBMS flow of information is shown in Figure 1.

This national repository can be the source of data for identifying the eligible beneficiary households or individuals of targeted programs of various national government agencies. The data can also be used to facilitate geographic targeting whenever needed and to prioritize municipalities/cities and barangays wherein assistance may be directed to those who need it most.

What is a National Repository?
Consider a financial bank which facilitates savings and current

![Figure 1. CBMS flow of information](image-url)
accounts, multi-purpose loans, and other financial services. This bank stores data on cash and funds of individuals or group of individuals as well as their pertinent information in mutuality of benefits. Moreover, this financial bank has counterpart branches in several domains or areas that carry out similar functions and the mapping of customers. In this context, a central entity becomes essential to store, map, monitor and look over the banking operations and management of information of a network of these financial banking institutions performing synchronized and consistent tasks.

This central entity is very similar to a National Repository where the funds and financial data would be equivalent or refer to the CBMS data and other secondary data and the network of banks would be the network of LGUs implementing CBMS. A National Repository is a system which is flexible and powerful enough to manage data that will provide a holistic view of the statuses of the levels involved (barangay, municipality/city, etc.) through some predefined criteria. It is composed of: (a) an entity or institution to maintain it; (b) the tool (computer software) to maintain the system; and (c) the primary and other data to be consolidated in a database and made available to the target users.

The National Repository here portrays more of a system rather than a single tool as roughly illustrated in Figure 2.

**Where would data come from?**

From data collection to processing, CBMS produces a large amount of data that are stored in each LGU implementing the system and waiting for transfer to the next higher level. This demonstrates that given the existence of a CBMS, data are already available to be consolidated on a nationwide scale. Furthermore, other data aside from the CBMS can also be incorporated in the repository.

**Who will maintain the databank?**

As noted earlier, a National Repository is more of a system. This thus involves an institution that will maintain the databank. The National
Anti-Poverty Commission (NAPC), the National Economic and Development Authority (NEDA) or the Department of the Interior and Local Government (DILG) can potentially be the data repository agency to manage and maintain the databank.²

Why do we need a National Repository?
Numerous attempts have been done in the past to identify eligible program beneficiaries and make the information available to intended users. CBMS has emerged as a system that has significantly aided in these undertakings and effectively provided tools and data. However, identification and provision of information have only been active...

² Ibid.
within LGUs since the elevation of data from the households is, at most, only up to the provincial level at present. Hence, prioritization and ranking is just up to the provincial level as yet given the databanking system.

The National Repository aims to help in these circumstances—to identify who and where the poor are and why they are poor. If numerous attempts were done in the past to spot beneficiaries in the local level, numerous too were the tasks to identify them at the national scale.

**How big is the task?**
The task therefore seems to be overwhelming at first glance since by the sheer numbers alone, there are 17 regions, 79 provinces, 117 cities, 1500 municipalities, almost 42,000 barangays/villages and several millions of households involved. Each unit in each level contains statistics, indicators and spatial data (maps, shapefiles). Furthermore, basic computer skills are required since the data being talked about here are computerized data. Looking further, though, the task is not as complex as it may seem.

The system (CBMS) maintains confidentiality of data particularly of the households at the local level. This would imply that household information have to be available only to concerned program implementers and not to everyone. Aside from maintaining confidentiality, this would reduce data management tasks. Figure 3 describes the process of data climbing or elevation.

The CBMS structure currently facilitates collection, computerized processing, mapping and consolidation of data at the local level at a free cost; hence, the technology and data including maps and indicators are readily available from those implementing CBMS—the only task needed is to muster all these data.

The next problem is the tool/software to be used since many constraints are emerging especially the financial aspect. In this regard, the CBMS has also been providing the training on computer software needed by LGUs implementing the CBMS. Actually, there are many
different tools that can be utilized for a National Repository but most of them are available at exorbitant prices. The CBMS, on the other hand, recommends a very powerful tool that can be used for the National Repository free of cost.

**The CBMS-NRDB³: A National Repository tool**
Recently, presentation of summarized data has been improved in such a way that many could plainly appreciate and probe poverty characteristics even at the household level through geographic presentation of data. Hence, many LGUs have utilized geographic information system (GIS) software such as ESRI’s Arcview in mapping indicators. This has been an advantage since a geographic image and status of a community such as a municipality is being depicted through its barangays changing their images according to severity of

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³ For a more comprehensive discussion of CBMS-NRDB, refer to Asirot, Jasminda and Bancolita, Joel, The CBMS-NRDB and its Uses in Poverty Monitoring.
characteristics. Additionally, locations of households can also be displayed with different colors according also to their attributes.

Even so, many LGUs are not capable of procuring expensive software. Hence, cost becomes a hindrance in making presentations and analysis geographically, especially for those LGUs that have computers but cannot afford a GIS software.

A few years ago, the PEP-CBMS Coordinating Team adopted the Natural Resources Database (NRDB), a freeware developed by Richard Alexander\(^4\), which is capable of creating and storing spatial (shapefiles) and non-spatial (texts and numbers) data as well as generating maps, reports and graphs ideal for presentation and analysis of poverty attributes in the community. This has significantly addressed the need for a simple yet powerful and free geographically oriented database.

NRDB was originally developed as a database of environmental and various ecosystems attributes. With the consent of the developer, the CBMS team decided to customize the database to CBMS-NRDB and demonstrated that it could be definitely utilized as an expandable and spatial socio-economic database.

**System configuration**

CBMS-NRDB could run in even a relatively low computer specifications. However, the recommended configuration is the following to meet the demand of increasing data:

- Windows 98/2000/XP
- MS Office
- 1,000 MHz processor or above
- 128MB RAM
- Colored Monitor
- CD-Writer

\(^{4}\) A British volunteer, who spent three years working for the Bohol Environment Management Office, through the assistance of Voluntary Service Overseas (vso.org.uk). The project was supported by the British Embassy and the European Union.
- Desktop scanner
- Desktop (color) printer

**Core features and capabilities**

The CBMS team has been scouting for a complete spatial database application in the implementation of the system. After an assessment of available freewares, CBMS-NRDB has been found to be adequate for the requirements of the CBMS from digitizing and creating maps to displaying thematic maps.

Moreover, one of the most essential features of the CBMS-NRDB is its hierarchical structure which has simulated the administrative structure of the geopolitical levels. This means that simple and even complex relationships between groups of attributes could be constructed. Figure 4 exhibits this important function.

An essential feature that cannot be neglected is the software’s ability to digitize maps. CBMS-NRDB has projections, which is a mathematical conversion between real world spherical coordinates in degrees of latitude/longitude and the two dimensional cartesian coordinates \((x,y)\) displayed on maps. This has enabled users to define their own official maps and even incorporate globally positioned (GPS) coordinates. Furthermore, as a spatial database application, the shapefiles are not linked but stored in the database, hence a facilitated data transport.

Another is CBMS-NRDB’s support of Open Database Connectivity (ODBC) which means that it could connect to any database application with a suitable database driver (although the default database application and driver used is Microsoft Access).

CBMS-NRDB can produce multiple layered thematic maps. This could be best described by an anatomical encyclopedia which has several transparencies with printed locations of human organs that could be layered to exhibit relative positions and functions. CBMS-NRDB can generate several layers, each with diverse themes into view.
Aside from maps, the CBMS-NRDB could also draw graphs, histogram, and reports. This essential feature comes handy most especially when a computer does not have a Microsoft Office Software, particularly MS Excel.

Time is an essential dimension of data and this is supported by the CBMS-NRDB. The software supports time with several formats such as dd/mm/yyyy, mm/yyyy, or yyyy to manage several timed data.

CBMS-NRDB is easily expandable. Aside from CBMS data, it could flexibly accommodate numerous supplemental data since it supports several data types (binary, text, numeric, coordinates, polylines/polygons, etc.). This could include data from non-government agencies/organizations, national government agencies, local government agencies, natural resources data, and others.
CBMS-NRDB: An integral tool for data processing

CBMS-NRDB is now an integral part of the CBMS data processing system. Without it, CBMS results would not also have integral parts such as comprehensive maps and thematic layers. It has enabled LGUs to define and update maps of their own that are very different from maps that can be seen at the national level.

Today, the CBMS-NRDB has been employed as a mapping tool for CBMS implementation in several LGUs: several municipalities in the province of Camarines Norte; the whole provinces of Agusan del Sur, Bulacan and Palawan; cities of Mandaue and Pasay; several municipalities in Eastern Visayas Region, particularly in the provinces of Samar, Leyte, Eastern Samar, and Biliran in partnership with IDPG; and the province of Marinduque, and the cities of Muñoz and Tanauan in partnership with the DILG-Bureau of Local Government Development (BLGD).

CBMS-NRDB: The recommended tool for the repository of CBMS data

As discussed above, the CBMS-NRDB serves as a very simple yet powerful and flexible tool to store spatial and non-spatial data. It is a combination tool which provides functionalities essential to the CBMS and other socio-economic sectors. With a rich spatial database application, it has emerged as a potential tool for national data repository.

The team has tested the CBMS-NRDB to store all the spatial data of barangays, municipalities/cities, provinces, region in the Philippines and eventually, some neighboring countries to present relative positions of each of the levels. The system was also set to accommodate not only the 14 core indicators but indicators from other sectors as well. To illustrate this idea, Maps 1 and 2 show some relevant examples.
Linking CBMS-NRDB to DevInfo

Although there are many commercial computer softwares that could help enhance socio-economic and spatial databases, there are also many free computer softwares that have emerged lately to address financial constraints especially of LGUs. One of these useful tools is UNICEF’s DevInfo.

Similar to the CBMS-NRDB, DevInfo is a database system that helps to organize and present data on social development indicators. The database consists of the following elements:

- Indicators
- Time Periods
Map 2. Proportion of households with access to safe water, all barangays in six Municipalities of Camarines Norte that implemented CBMS in 2003

- Geographic Areas
- Subpopulations
  - Gender
  - Urban / Rural
  - Age Groups
- Units
- Sources
- Data values

The DevInfo system provides access to indicators organized by sector, goal, theme and other data management schemes. It is a user-friendly software application integrated with Microsoft Office for easy presentation of data in tables, graphs and maps.
The minimum computer requirements to install this software application are:

- Pentium II or higher recommended
- 128 MB of RAM
- 300 MB of free hard disk space.
- Display resolution 640 x 480 (1024 x 768 or higher recommended)
- Microsoft Windows 95 or above (optimized for Windows 98, 2000 and XP)
- Microsoft Office 97 or above
- Internet explorer 5.0 or above

There are already many existing users of DevInfo, particularly line agencies at the national level. These line agencies can also use DevInfo as a repository of CBMS data mustered from several levels since data that are compiled in the CBMS-NRDB are fully compatible with DevInfo through some conversions. This is very useful when DevInfo users would like to incorporate spatial and non-spatial data collected and processed through CBMS into their DevInfo database.

To illustrate this, Maps 3 to 6 show some examples of CBMS data transported to and displayed through DevInfo.

**Relevant issues**

After discussing the relevant features needed in developing the National Repository, the following relevant questions need to be posed:

1. What software should be used to house the national repository?
2. Where can we get barangay-level spatial data?
3. How will we protect the confidentiality of data being accessed?
4. Who will maintain the databank?

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Map 3. Proportion of households with access to safe water, by barangay, Municipality of Santa Elena, Camarines Norte, CBMS survey 2003

Map 4. Proportion of households without access to sanitary toilet facility, by purok, Barangay Poblacion, Santa Elena, Camarines Norte, CBMS survey 2003

* Households are plainly spatial data (no indicator associated).
Map 5. Proportion of households without access to sanitary toilet facility, by municipality, Province of Palawan, CBMS survey 2002

Map 6. Prevalence of malnutrition, by municipality, Province of Palawan, CBMS survey 2002
CBMS-NRDB or DevInfo?

CBMS-NRDB and DevInfo share many common functionalities. They are both database applications that support display of geographical maps of indicators. The CBMS team recommends the CBMS-NRDB as the tool for building the national repository of CBMS data. At the same time, however, other softwares such as Devinfo may also be used to house the data. The important criterion is that the software should be a freeware to facilitate dissemination to all national and local government units. This is a distinguishing feature of the CBMS system – all softwares used in data encoding, processing, digitizing and mapping are freeware.

System requirements and performance

CBMS-NRDB is more conservative in terms of system requirements. Notice that it does not require MS Office to run. It can run efficiently even in lower specification computers. This is very crucial to LGUs that cannot afford to upgrade their low-end computers and do not have MS Office installed.

DevInfo, as a newer software, requires a higher computer specifications as described and includes installation of MS Office. The advantage of this feature is that integration with MS Office is facilitated, that is, interfacing between the two is made easier.

Database application

CBMS-NRDB supports open database connectivity (ODBC) which enables it to connect to other databases although the default is MS Access database. As a database application, it encapsulates all the data used from spatial to non-spatial, making it easier for the user to connect, configure, access, transport and patch data.

DevInfo database connection works like many familiar windows application such as MS Internet Explorer. Moreover, it encapsulates only the indicators and invokes available linked shapefiles which is advantageous when maneuvering different shapefiles of the same level.
Digitizing, spatial data and map projection
As earlier mentioned, CBMS-NRDB supports map projection which is essential in digitizing coordinates and polylines/polygons to form maps and spot maps. Furthermore, map images could also be overlaid given a georeference. These functionalities enable and help LGUs to construct, revise and update their own maps using maps illustrated by their draftsmen or by GPS reading, particularly location of households. In addition, projections also facilitate viewing of relative position of a map layer (polylines, polygons, coordinates) among its neighborhood.

Devinfo, on the other hand, uses pre-existing shapefiles digitized in other GIS softwares.

Thematic mapping
CBMS-NRDB displays a variety of layers—from coordinates to polygons—capable of a variety of themes—whether a plain map or using indicators and other pertinent data. Hence, as described earlier, it can form a set of layers of transparencies each with varying theme.

DevInfo is also capable of displaying maps: boundaries and coordinates and is also capable of simple mapping of indicators and adding layers of available shapefiles.

ID system
CBMS-NRDB allows any identification system of areas or features that the user wants. This adds flexibility to the data.

DevInfo has pre-specified an identification system of areas which is very useful for maintaining ID consistency.

Database building
CBMS-NRDB can directly generate new blank database ready for storing data. It could also accept manual data entry of various data types or importing supported formats (Text, Excel, Access, etc.) through matching of columns provided that the data being imported is in a proper data format (variables and cases). This process of
importing can be saved as a specification for future use. Also, as described earlier, it supports comprehensive time-series data and a hierarchical structure of sets of attributes. This structure could be expanded to accommodate other data concerns.

DevInfo also supports importing of spreadsheets, specifically Excel. It has a predefined format of spreadsheet that distinguishes DevInfo data from other data. This is useful in data management where confusion of data components can be minimized.

**Storing time-series data**
Both CBMS-NRDB and DevInfo are capable of storing time series data. This also supports comprehensive time-series data and could accommodate other data and figures.

**Queries and computation**
CBMS-NRDB is very technical on queries and computation. A variety of rich queries can be implemented due to the data hierarchy. Computations are also comprehensive when invoked.

DevInfo has rich sets of computations ranging from statistics to indices. It has a simplified structure of selection to minimize confusion and facilitate generation of outputs.

**Reports and graphs**
Since CBMS-NRDB does not require MS Office, it could generate reports and graphs without MS Office although formatting options are quite limited.

DevInfo can create more attractive reports and graphs by using Microsoft Excel. This is very advantageous because instead of transferring data from the software to MS Excel, DevInfo takes care of it.

**Interface**
CBMS-NRDB has a technical genre of interface.

DevInfo, on the other hand, has an attractive interface due to its design like an Internet Explorer.
The CBMS team has recommended CBMS-NRDB as a National Repository tool since it serves and suffices the purposes specifically aimed at by the system. In other words, its functionalities definitely jibe with the data requirements of the system and the units implementing it.

DevInfo can also be used as a National Repository tool. It has been developed by UNICEF as a tool for monitoring the Millennium Development Goals. Users have implemented DevInfo for its ease of use and facilitated the generation of reports, maps, tables and graphs. Hence, any agency using DevInfo as a databank can easily include CBMS data since the latter can be transported to DevInfo.

Moreover, NGAs can opt to maintain two databases since data can be transferred from CBMS-NRDB to Devinfo and vice-versa. A bridge program has to be developed to link CBMS-NRDB and Devinfo.

**Spatial data at the grassroots level**

Official shapefiles from the national government agencies are available but different national government agencies are using different base maps from different sources.

Implementing CBMS has provided LGUs capabilities in creating their own maps through the CBMS-NRDB. They create and edit the boundaries of the puroks and barangays and location of households since there is no official map that can be used. Inevitably, these maps may not fit with maps that are used by different government agencies.

There should be a standardized base map from which the LGUs can refer to. There is a need to resolve and reconcile the boundaries to build a consistent map for the repository.

**Security level in accessing data**

CBMS has remained firm in maintaining data confidentiality, particularly of households. However, names of beneficiaries are very important in targeting. The CBMS team, together with the developer, is still enhancing the CBMS-NRDB where different security levels will be implemented to grant access to those eligible and prevent
those who are not and protect those that are confidential and convey those that are not.

**Databank institution**

CBMS has proposed that the national repository be maintained by a national government agency in the forefront of poverty reduction. This agency will be tasked with consolidating the data from all LGUs and updating the national database. Thus, either the NAPC, NEDA or DILG can be the institution to manage the databank. This does not mean that the databank will be available only to any one of these agencies. Other agencies will also have access to the databank either through the web or through having the databank within their premises. Discussions are still ongoing in identifying the appropriate agency.

**Recommendations and next steps**

There is an urgent need for the setting up of a National Repository to store and display information across geopolitical levels and facilitate poverty monitoring and program implementation. CBMS-NRDB has been shown to be a feasible National Repository tool for CBMS data due to its CBMS-specific functions and capabilities. The CBMS team will continue to enhance the user interface of the CBMS-NRDB to make it more user-friendly.

There is no official map of the Philippines with barangay boundaries. Some LGUs that have implemented CBMS found that existing barangay level maps do not accurately reflect the actual boundaries. An additional problem is posed by contested municipal/city and barangay boundaries. There have been inter-agency efforts to resolve these issues and generate standardized maps. To date, these have not been successful in generating standardized maps for the use of all government and non-government agencies. Efforts should be exerted to achieve these since these would facilitate overlay of maps from different sources and allow for a more comprehensive spatial analysis.
Although a National Repository could display data to users, there are some information that are confidential and must not be accessible to everyone. In particular, household level information should only be shown to appropriate agencies or individuals. The CBMS Team is in the progress of adding this very important aspect of security.

Finally, the National Repository would not work without the institution that would maintain the system. It must be noted that data are currently accumulating and although they have been useful to LGUs, consolidating them in a National Repository could prove to be more useful to other data users such as national government agencies and other non-government agencies. National government agencies that are in the forefront of poverty reduction can be the repository of the data. Thus, the NAPC, NEDA and the DILG can house the national repository. It must be noted that the databank need not be housed in only one agency but can be shared across all agencies but there should be one agency that would be in charge of consolidating the data from the LGUs and updating the national database.
Session 9

Facilitating Gender Responsive Budgets Through the CBMS
Facilitating Gender Responsive Budgets Through CBMS

Celia Flor

Gender-responsive budgeting (GRB) initiatives were first implemented in Australia and South Africa in the early 90s. In Southeast Asia, the Philippines was among the pioneering countries to do GRB. While gender mainstreaming has been a development strategy advanced by the national women’s machinery (the National Commission on the Role of Filipino Women or NCRFW) since the mid-80s, it is only in the 90s that gender and development planning and budgeting policies as a tool to mainstreaming were introduced.

In 1994, the NCRFW, the National Economic and Development Authority (NEDA) and the Department of Budget and Management (DBM) issued Joint Memorandum Circular 94-1, integrating gender and development (GAD) in the agencies’ plans. In 1995, the General Appropriations Act’s section 27 mandated national agencies and local government units (LGUs) to “allocate at least five percent (5%) of their budget to gender-related programs, projects and activities”. Then in 1997, mandates for the GAD Budget for LGUs were issued by the DBM through Local Budget Memorandum 28. Even with all of these mandates, however, compliance has been low, more so in LGUs, state colleges and universities (SCUs), and government-owned and controlled corporations (GOCCs) Thus, a number of issues and

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problems have been encountered in the course of implementation. Paramount to these is bureaucratic and political resistance as a critique and analysis of government budgets becomes contentious, particularly for government officials, because much of their spending were either focused on meaningful, relevant priorities or on “vote enriching” programs and projects. Lack of sex-disaggregated and other significant data reflecting the situation of women and men, girls and boys on areas like health, poverty, gender-based violence, political participation, decisionmaking and the economy, among others, have contributed to the problems of facilitating gender-responsive budgeting.

In November 2004, an Experts Consultative Meeting on Local Level Gender Budgets held in New Delhi, India, and participated in by around 60 researchers and practitioners of gender budgets, discussed possibilities of developing and/or adopting methods and tools for monitoring to facilitate local level GRB work. One of the tools presented was the Community-Based Monitoring System (CBMS) which has been implemented in selected countries in Asia and Africa. CBMS’ potential as a tool to effective local governance, which is likewise a goal of the GRB, has thereupon been given serious consideration, leading to the conduct of a workshop that focused on a more in-depth look of facilitating GRB through CBMS. This workshop was held in Manila in March 2005.

**What GRB is**

Gender-responsive budgeting or GRB, in its broadest sense, analyses the government budget in terms of its impact on women and men, girls and boys. It is a form of policy analysis that looks beyond policy statements of governments as it checks “when and where government puts its money where its mouth is”. GRB checks “what money is allocated to implement a policy; whether this money is spent as allocated; whom it reaches and how/whether it changes gender patterns in the society”
**What GRB is not**

A gender budget, contrary to what most bureaucrats and LGU officials would tend to believe, is not about having separate budgets for women and men, girls and boys. It is not supposed to add to the burden of the LGUs by allocating additional funds for programs on gender. It should look at total budgets of the units in terms of impacts on gender. GRB is not about allocating 50:50 for women and men but about how different needs of women and men are met. GRB is about bringing in a gender perspective or lens in all policies, programs, projects, activities and corresponding budgets of the government units or agencies with the end in view of promoting and ensuring gender equality. GRB work is therefore a tool to following on the country’s development strategy of mainstreaming GAD.

As a GAD advocate for the past 15 years, to the extent of entering the “messy” arena of local political power just to be able, to a certain extent, to influence and advocate gender and development within government, I have to admit to having difficulties in doing so. After nine years with the city council, I have realized that, aside from the highly partisan nature of local politics, resistance to gender mainstreaming through GRB is due to a low level of appreciation among government officials of the situation of women and men, boys and girls within their communities, and how these situations reflect on their governance. Concrete and graphic representation of these situations is not “visible” to government officials primarily because of the lack of local level gender data. As a result of this, most often, local governments would put their monies in programs and projects that are mostly infrastructure in nature since these would “visibly” provide “evidence” of their “good governance”.

A basic challenge to mainstream and influence budgeting prioritization is not only a lack of local level gender disaggregated data but also on how these data represent what the local leaders’ budgets are doing to gender issues and how their budget decisions impact on the situation of women and men, girls and boys in their communities.
This is where CBMS’ potential in facilitating local level GRB can be harnessed. Because as the CBMS is a tool to getting timely, household level data to determine the welfare status of the population, it can be adapted to provide gender-disaggregated data not only on the conditions of women and men, girls and boys but hopefully and eventually, on their positions and status of empowerment. As CBMS data are presented in maps, which is easily appreciated by local leaders and planners, a gender situationer map would help point out to them gaps in their mainstreaming efforts.

As a starting point of convergence, both the CBMS and GRB have the following similarities in being beneficial to governments, particularly local governments:

a. improving efficiency by ensuring expenditure benefits to those who need them most;
b. improving monitoring by knowing who government services are reaching;
c. improving transparency and accountability; and
d. reporting the progress of national and international (gender) commitments, including the Millennium Development Goals (MDGs).

Both are concerned with policy making and policy advocacy, where CBMS provides evidence on the need for new policy while GRB promotes the crafting of policies that address gender issues. Some of these issues would be on gender stereotyping and multiple burden; violence against women and children; women’s invisibility in development planning; political subordination and under-representation; and economic marginalization and poverty. Both aim to help LGUs prioritize resources, especially when these are scarce, and target those needing the most assistance and are the real poor and marginalized. GRB moves further as “it helps governments understand how they may need to adjust priorities and reallocate resources to live up to their mandates and commitments to achieving gender equality and advancing women’s rights”.

While there are issues of differences in focus, flexibility of scope and effort and extent of being “political”, facilitating GRB through CBMS can be initially done through adaptations in processes, actors and some indicators. In terms of processes, standard CBMS steps could be enhanced with gender sensitization of key partners and other stakeholders within LGUs so as to provide a “grasp” of gender issues. An understanding of basic concepts of gender and its underlying issues by CBMS stakeholders would promote conscious efforts to look into gender considerations from the first step of evaluating existing monitoring systems vis-à-vis data needs, to the final step of dissemination of findings. The process could involve, at the outset, consultations with civil society particularly those working on gender, to identifying community gender issues that could be transformed into possible specific gender indicators within CBMS.

In the process of customizing core CBMS instruments, revision of questionnaires may be necessary to include gender-related indicators. A look at the questionnaire for Gender-Responsive LGUs (GERL ka na ba?) developed by the NCRFW and the Department of the Interior and Local Government-Local Government Academy (DILG-LGA) may be useful as a guide. Data collection through the survey questionnaires could be enhanced through focused group discussions involving women organizations, nongovernment organizations (NGOs) and the local development councils. These sectors’ active involvement in the validation process would enhance broader participation in budget processes and increase influence in allocation decisions.

To further enhance gender sensitivity of the validation process, separate focus discussion groups for women and men should be conducted to encourage them to speak openly on issues affecting them. The process and ways to disseminate findings from the CBMS should likewise be more accessible and broad in order to reach more sectors and women, in particular, to ensure their participation in the subsequent process of resource allocation and prioritization decisions.
Inasmuch as the CBMS’ prime focus is on poverty as a fundamental aspect of disadvantage and ill-being, a gender perspective recognizes that not all gender problems derive from poverty. There is therefore a need for indicators not directly linked to poverty but would provide data on gender disadvantage. Some examples would be indicators on gender-based violence, participation of women and men, boys and girls in decision making (be it in the home or community); land/lot ownership of women and men (titles in their names); access and control of economic resources; revenue contribution of women and men (in home and community), access to and use of reproductive health services by women and men, girls and boys. Other data may already be within the LGU and need not be captured by the CBMS (particularly data on the bureaucracy—e.g., policies, agency and program budgets, staffing patterns, sources of income) and just be included in the databank.

Finally, let it be stressed that gender indicators would need to be based on priorities and issues identified by gender practitioners / advocates, and civil society groups in the community/LGU. These indicators should likewise serve as monitoring on the LGU’s commitments to national, international and most of all, its own policies toward gender mainstreaming and the ultimate goal of gender equality.
Gender-Responsive Budgeting through the CBMS Lens

Debbie Budlender, Celia Reyes and Martha Melesse

Background
This paper suggests how the community-based monitoring system (CBMS), developed and implemented in 14 countries over the last ten years with financial support from the International Development Research Centre (IDRC), Canada, can be used to facilitate gender-responsive budgeting (GRB) at the local level. In particular, it looks at how CBMS can be used to support local-level GRB (LLGRB) initiatives of civil society and local government. The ideas in the paper should, however, also assist local government officials in making their budgets more gender-responsive.

The paper results from a series of international workshops that brought together CBMS and GRB practitioners. The first workshop was organized by the United Nations Development Fund for Women (UNIFEM) and the IDRC in New Delhi in November 2004. UNIFEM has been a supporter and promoter of GRB since the mid-1990s. Over the recent years it has provided financial and technical support to LLGRB initiatives in a number of countries. IDRC has been the funder and supporter of CBMS development since it began. In more recent years, IDRC has also joined efforts with UNIFEM and the Commonwealth Secretariat in support of GRB initiatives.

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The New Delhi workshop was primarily targeted at LLGRB practitioners who had been supported by UNIFEM. Over 70 participants attended the workshop. Included were representatives from Bangladesh, Brazil, India, Mexico, Morocco, Nepal, Pakistan, Peru, Philippines, South Africa, Sri Lanka and Uganda. One of the objectives of the workshop was to examine approaches that could be used or adapted to strengthen LLGRBs. CBMS was among the tools presented and discussed during this session, and generated keen interest among participants.

In response to this interest, the IDRC organized a follow-up meeting in Manila in March 2005. This meeting brought together a far smaller number of participants than the New Delhi workshop in order to allow detailed discussion on methodology, actors involved, policy linkages, and the value added and feasibility of linking GRB and CBMS initiatives. The initiatives represented were from Bangladesh (CBMS), India (GRB), Pakistan (GRB and CBMS), the Philippines (GRB and CBMS), and South Africa (GRB). Also present were representatives of IDRC and the Angelo King Institute (AKI), which houses the CBMS Network Coordinating Team.

The aim of the Manila meeting was to explore in more depth how the two types of initiatives could be used to enhance each other. This paper draws on the discussions and recommendation from the meeting. It is intended to share with other CBMS and GRB practitioners what was learned and developed, and to serve as a first step in developing pilot GRB-facilitating CBMS systems.

The primary audiences for the paper are (i) those who are already implementing CBMS or who plan to implement it, as well as organizations providing support to CBMS implementers, and (ii) GRB practitioners, women’s groups and other civil society actors interested in promoting gender equality. For the CBMS readers, the paper tries to provide an understanding of what GRB is, and how CBMS can be adapted to facilitate GRB. For the GRB audience, the paper seeks to explain how CBMS can be used to enhance GRB initiatives and where and how they can engage with CBMS implementers. In addition to
these two audiences, the paper may be of interest to local governments, development practitioners, donor agencies, and all others who are interested in how evidenced-based decisionmaking can be used to enhance equity in policymaking and budgets.

The paper is divided into five sections:

- Section 1 describes the purpose and form of CBMS.
- Section 2 describes the purpose and form of GRB and, in particular, LLGRB.
- Section 3 suggests how CBMS in its standard form can be used to enhance LLGRB.
- Section 4 suggests how CBMS could be adapted so as to provide added opportunities for LLGRB.
- Section 5 provides a brief conclusion and suggestions for the way forward.

**Community-Based Monitoring System**

**Why CBMS?**

The CBMS was developed in response to the need for a regular source of up-to-date information at the local level. In particular, it was seen as a way of providing necessary data for development planning and monitoring at this level. The need for such data is especially urgent where, as in many countries, government functions are being decentralized. Advocates of decentralization often argue that one of its most important benefits is that local-level decisionmakers tend to have better knowledge of the local situation than those at higher levels. The advocates also argue that decentralization provides better opportunities for local people to participate in decisionmaking regarding government policies and programs. Neither of these benefits will be realized automatically. CBMS attempts to enhance the chance of these benefits being realized by providing regular, reliable and

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1 This section draws heavily on CBMS: A Tool to Fight Poverty (February 2005).
relevant local data in a form that can be easily understood by local governments, decisionmakers and other actors.

Decisionmaking on policies must be based on an understanding of the situation of the people living in a particular local area. It must also be based on an understanding of the strengths and weaknesses of past and current programs and projects. CBMS attempts to help in both these areas by providing socio-economic information about individuals, households and communities in a particular area as well as information about the impact on these people, households and communities of government services and other activities. This second aspect constitutes a form of monitoring.

CBMS has been designed to focus very explicitly on poverty. The understanding of poverty implicit in CBMS is based on a conception that extends beyond income to incorporate other basic needs such as health, education, shelter, and peace and order. The ‘standard’ CBMS has a carefully designed and relatively simple set of indicators as shown in Table 1. The questionnaires that form the main data collection instruments for CBMS, however, provide a much wider range of information than this core set. For example, the standard CBMS household profile questionnaire provides for 74 data elements while the standard CBMS community profile questionnaire provides data on 50 topics.

The first CBMS was developed in the Philippines, and this country continues to be the one where the system is most advanced and widespread. By early 2005, however, the implementation of CBMS had spread to 13 other countries including Bangladesh, Burkina Faso, Cambodia, Pakistan, Nepal, Vietnam, Senegal, Sri Lanka, Benin, Ghana, India, Lao PDR and Indonesia, confirming the growing demand for local level data and the attractiveness of CBMS in this regard. CBMS is increasingly seen as having the potential to assist in the monitoring of poverty reduction strategy papers (PRSPs), millennium development goals (MDGs) and other international, national as well as local development initiatives. As countries make more concerted efforts in their poverty reduction, the usefulness of
CBMS to monitor the impact of such initiatives and the demand for expanding CBMS to other localities or to scale up the system within the countries where the system is currently in place continues to mount. There is a growing interest to expand the CBMS to other countries in Asia and Africa as well as in Latin America.

Although the CBMS is currently operational in 14 countries and the core CBMS indicators and processes are similar across these countries, important differences exist across countries as CBMS is being adapted to fit local realities and needs. This paper draws largely on the CBMS Philippine experience so as to make the recommendations and observations as concrete as possible. Many of the suggestions could, however, be easily adapted for other country contexts.

Table 1. Basic needs core indicators

| A. Health       | 1. Proportion of households with child deaths |
|                | 2. Proportion of female deaths due to pregnancy related causes |
| B. Nutrition   | 3. Proportion of children aged 0-5 who are malnourished |
| C. Shelter     | 4. Proportion of households living in makeshift housing |
| D. Water and sanitation | 5. Proportion of households who are squatters |
|                | 6. Proportion of households without access to safe water supply |
|                | 7. Proportion of households without access to sanitary toilet facilities |
| E. Education and literacy | 8. Proportion of children 6-12 years old not in elementary school |
|                | 9. Proportion of children 13-16 years old not in secondary school |
| F. Income      | 10. Proportion of households with income is below the poverty threshold |
|                | 11. Proportion of households with income is below the food threshold |
| G. Employment  | 12. Proportion of households that experienced food shortage |
| H. Peace and order | 13. Proportion of persons who are unemployed |
|                | 14. Proportion of persons who were victims of crime |
Key features

The CBMS is typically implemented at the lowest administrative level (village or barangay level in the case of the Philippines). It is intended, firstly, to inform local decisionmakers so that they can design and implement appropriate policies to improve the well-being of residents. It is, however, also intended for use to inform decisionmaking by provincial/state and national levels of government. This happens when the local government unit (LGU) uses the data generated to inform decisionmakers at the higher levels about its own needs and those of the people it serves.

The CBMS tool is intended to fill gaps in the data on different dimensions of poverty provided by national surveys and censuses conducted in most countries. In particular, the CBMS fills gaps related to disaggregation and frequency.

In terms of disaggregation, national surveys – because they are based on samples – cannot usually provide adequate data with respect to the populations covered by a particular local government. This problem is particularly acute in countries with very large populations, typically found in some parts of Asia. Some local governments may be missed completely by the sampling methodology while others may have proportions of their populations covered which are too small and unrepresentative to provide reliable estimates. In many developing countries, there is also a problem of frequency in relation to surveys because governments of these countries do not have the needed resources to be able to conduct national surveys on a regular basis. Results also often take some time to be released, thereby affecting their usefulness to policymaking. Finally, analysis of the data usually requires skills that are scarce at local government level, especially in poorer, rural areas.

In contrast to surveys, the national population census should cover every household and individual. However, the tendency in censuses is increasingly to restrict the number of questions to the minimum to limit the size and expense of the operation. In addition, the income and employment data collected in population censuses
tend to be of poor quality and underestimated both income and employment levels substantially. In terms of frequency, most countries conduct the national population census on a ten-yearly basis. Even in the few countries that conduct a census every five years, the results typically take at least a year and often far longer to be available. This is far from ideal for policymaking purposes.

Figure 1 illustrates the mismatch between the relative number of units at each level of the administrative structure (national, provincial, municipal/city and barangay in the Philippines) and the availability of data. It shows how CBMS attempts to overcome this mismatch.

CBMS addresses the issue of data disaggregation by being focused on and in the area falling under the jurisdiction of a particular local government. In some countries like Bangladesh, Pakistan and the Philippines, this involves a census of all households in the area, thus permitting disaggregation into sub-areas. In other countries such as Senegal and Vietnam, the CBMS involves a sample survey rather

Figure 1. Administrative structure, information availability and CBMS, Philippines
than a census. However, the survey is designed so as to be able to give reliable results with respect to small areas and/or specific community groupings. For example, for the CBMS pilot in Vietnam, the implementers randomly selected households in several selected communes that were representative of different community types by rural/urban, geographic, ethnic and regional characteristics.

In terms of frequency, the aim is to conduct the CBMS on an annual or a two-year basis, with results available within 6 to 12 months of the final survey.

Although the availability of disaggregated information is by and large lacking in many of the CBMS implementing countries, some had local-level poverty monitoring systems before experimenting with CBMS. For example, Vietnam has a government-run community-based system for identifying poor households, which is the basis for poverty interventions. Like the CBMS, this involves a census of all low-income households by local government officials or representatives of mass organizations, carried out each time a new poverty line is developed. The households to be monitored are identified primarily on the basis of observations of local leaders.

The disadvantages of this approach compared to CBMS are:

- information is collected only on household income rather than on a wider range of factors associated with poverty;
- the data processing procedures are not as strictly defined as in CBMS, thereby rendering the results less accurate; and
- there is too much allowance for subjectivity in the identification of poor households.

In addition to the use of CBMS to provide reliable and timely information to strengthen local planning and decisionmaking, it can also be used as a tool for advocacy and for promoting accountability. One can argue that when an LGU forwards the CBMS-generated data to higher levels of government and other potential sources of assistance such as donors and the private sector, it is engaging in advocacy on behalf of the people it governs. More importantly, if
CBMS is made available beyond local government officials, it can be used in advocacy by groups in civil society.

**Flexibility and adaptation to local needs**

The fact that the CBMS is a standardized system brings with it a range of advantages. These include significant economies of scale in that each site that implements CBMS benefits from the development that has been done for other sites. The standardization is, however, not absolute. Thus, in addition to the core questions and indicators, the CBMS can be adapted to accommodate questions which meet the specific needs of a particular locality. The process can also be adapted in various ways.

The flexibility of the system is very evident when comparing implementation across countries although even within the ‘home’ country of the Philippines, there are local differences. For example, in Palawan, indicators related to the environment have been added to the core set while in Camarines Norte, there are indicators related to natural calamities. Mandaue City has indicators on migration and the City of Pasay has information on religious activities and transient dwellers. The need to have a slightly different survey questionnaire for rural and urban settings was also highlighted by the CBMS-Senegal team.

Table 2 shows the indicators being used in the Local Level Poverty Monitoring System (LLPMS), which is the CBMS-equivalent in Bangladesh. Comparison of these indicators with those shown in Table 1 for the standard Philippine model gives an idea of the flexibility of the CBMS approach. Many of the indicators of the LLPMS could be generated from data collected in the standard Philippine questionnaires. Some, however, could not. Those that could not and which have special significance from a gender viewpoint include the indicators on birth attendance by trained personnel and the contraceptive prevalence rate.

In Vietnam, the indicators of the Community-Based Poverty Monitoring System (CBPMS) are organized into three categories: the
Table 2. Indicators used in Bangladesh’s CBMS implementation

<table>
<thead>
<tr>
<th>Broad Area</th>
<th>Indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td>Demography</td>
<td>Household size, total population, total number of households, sex ratio, population of different age groups, and population on the basis of land holding pattern.</td>
</tr>
<tr>
<td>Income poverty</td>
<td>Poverty head count ratio, food grain availability of household, agricultural labourer wage rate, and wage rate in the manufacturing sector.</td>
</tr>
<tr>
<td>Education &amp; training</td>
<td>Net enrolment rate, dropout rate at various levels, literacy rate, number of graduates, number of people got training.</td>
</tr>
<tr>
<td>Health</td>
<td>Infant and child mortality, immunisation coverage, nutritional indicator, birth attendance by trained personnel, maternal mortality, morbidity and treatment pattern.</td>
</tr>
<tr>
<td>Family planning</td>
<td>Contraceptive prevalence rate, population growth rate.</td>
</tr>
<tr>
<td>Water supply and sanitation</td>
<td>Population with access to safe water, percentage of households use sanitary latrine.</td>
</tr>
<tr>
<td>Food assistance programme</td>
<td>Impact in reducing variability of consumption of the poorest household.</td>
</tr>
<tr>
<td>Micro credit</td>
<td>Skill formation, employment generation, income, source of credit.</td>
</tr>
<tr>
<td>Employment</td>
<td>Unemployment, under employment, movement of real wage rate.</td>
</tr>
<tr>
<td>Law and order</td>
<td>Major crime number, rate of conviction.</td>
</tr>
<tr>
<td>Housing &amp; disaster management</td>
<td>Housing condition and other relevant indicators.</td>
</tr>
<tr>
<td>Crisis coping</td>
<td>Nature and coping strategy of crisis.</td>
</tr>
</tbody>
</table>

Source: Islam 2005
community situation, household living standards, and implementation of poverty reduction policies and measures. The community level category includes ethnicity when measuring population. Of special interest for the purpose of this paper, is the sub-category of ‘gender relationship’, which has indicators for the number of female leaders in the local administrative apparatus and female members in social organizations. The category on implementation of poverty reduction policies and measures is also of interest because of the close link between policies and government budgets. The indicators for this category are:

- poverty rate and assessment on reasons of poverty;
- support to the poor in healthcare;
- support to the poor in education;
- support to the poor in improving housing conditions;
- provision of credit to the poor;
- training and agricultural extension; and
- other measures of safety nets (Vu Tuan Anh, forthcoming).

The actors involved in the implementation of CBMS vary from country to country depending on local level capacity to spearhead the work and the level of involvement of local governments in the implementation. In the Philippines, the implementation of CBMS is based in the local government unit (LGU), and existing LGU staff are used as monitors (fieldworkers). While CBMS focuses on local government in all countries, in some countries, the initiative is coordinated and/or implemented by other agencies. For example, in Pakistan, the Pakistan Institute for Development Economics is the coordinator and implementer while in Senegal the National Statistics Office plays this role. With respect to those involved in the collection of data, the local administrations in Vietnam appointed fieldworkers from among district authorities, commune administration, hamlet/village heads, activists of social organizations and the local intelligentsia (teachers, medical doctors and retired government officers). In Senegal, all the fieldworkers are local people (rather than
local government regular staff) chosen by the mayor or president of the community. In Burkina Faso, the local community chooses the fieldworkers based on a set of criteria.

The process
A typical implementation of CBMS involves the following steps:

- **Evaluation of existing monitoring systems vis-à-vis data needs**
  The data needs are identified through consultations with various departments in the local government and other stakeholders. Existing monitoring systems are also examined to see which of the data requirements can be supplied by the existing systems and where the data gaps lie.

- **Customization of the core CBMS instruments**
  The core CBMS indicators are customized to incorporate LGU-specific information requirements. In many instances, both the household and community profile questionnaires are revised to include the additional items of information required.

- **Mobilization of resources**
  Human, capital and financial resource requirements are outlined. Data collectors and processors are identified from the community. The availability of computers for data encoding and processing is also assessed. The budget for all the activities is prepared. Cost sharing is typically employed, with the different levels of local government providing funds to cover training costs, reproduction of questionnaires and manuals, honoraria (if any) for data collectors and supplies. The CBMS Technical Team provides technical assistance.

- **Conduct of training workshops**
  Training workshops are organized for the various aspects of CBMS implementation such as: (i) data collection; (ii) data encoding and digitizing; (iii) data processing and
mapping; and (iv) preparation of socio-economic profile and local development plan. The length of the training workshops ranges from one to two weeks.

- Data collection

CBMS data are collected through a household and village/community level survey and/or focus group discussions. Data collection is usually organized at one of the lowest administrative levels. For example, in the Philippines, it is collected at the barangay (village) level, in Pakistan at the Union Council level, and in Vietnam, at the commune/ward level. Where the CBMS involves a census as in the case of the Philippines, a household questionnaire is administered to every household in the area covered by the local government. In cases where data are collected from a sample rather than from the whole population, a household questionnaire is administered to households included in the sample. In addition, a community questionnaire is administered to local government staff. Existing local personnel (staff of local government, health and community workers, teachers, etc.) are recruited and trained as enumerators and field supervisors.

- Data processing

There are two types of data processing at the community level, depending on the capacity of human resources and availability of computers. For those without computers and/or low computer literacy, the data gathered are tallied and consolidated manually by trained data processors from the community. The data aggregates are then sent to higher levels of local government for consolidation and analysis. CSPro, SPSS or Excel are often used at this or earlier stage of data processing because of their easy availability. For those communities with computers and adequate computer literacy, computerized processing is done even at the
community level. Consolidation is done at the next higher geopolitical level.

- **Validation**
  The processed data are presented back to local government officials and community representatives where the results are presented to ensure accuracy of the data. In this forum, the problems of the community and their causes are identified, and possible solutions are discussed by the community members and by government officials.

- **Establishment of database at the local level**
  Data banks are established at the local level for planning and monitoring purposes.

- **Use of CBMS-generated information for development planning, program design, and policy impact monitoring**
  CBMS data and analysis serve as inputs in the preparation of development plans. These plans, in turn, should inform resource allocation as well as identify target beneficiaries or programs and projects.

- **Dissemination of findings**
  CBMS experiences and related findings are made available to planning bodies, program implementers and other groups through data boards, computerized databanks, publications, workshops and other fora.

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**Gender Responsive Budgeting**

**What GRB is all about?**

In its broadest sense, a GRB initiative analyzes the government budget in terms of its impact on women and men, girls and boys. Ideally, GRB goes beyond the simple male-female split to look at how gender intersects with other factors that influence needs and interests of individuals such as location, age, ethnicity and class.

GRB is a form of policy analysis that goes beyond the words of policy documents to check what money is allocated to implement the policy, whether this money is spent as allocated, whom it reaches,
and how/whether it changes the gender patterns in the society. What makes it different from other forms of policy analysis is that GRB initiatives view the budget step within policy as crucial. GRB advocates argue that the budget is the most important policy tool of government because without adequate budget, no other policy will be able to be implemented effectively.

The above paragraphs describe GRB as a form of policy analysis. For those in government, GRB can involve more than this in that the analysis can inform new or revised policies and programs. For those outside government, the analysis informs advocacy.

What GRB is not

Most GRB initiatives do not propose having separate budgets for women, men, girls or boys. Instead, the aim is to bring gender awareness into all policies and budgets of all agencies. This is in line with the generally accepted international approach of ‘gender mainstreaming’. Some GRB initiatives have, however, tended to focus on special allocations for gender or women. In the Philippines, for example, it has for many years been an official government policy that every government agency, including every LGU, should allocate at least 5 percent of its budget for gender and development (GAD). The so-called ‘GAD budget’ was, however, not intended as a stand-alone initiative. It was seen as a way of supporting gender-responsiveness in the remaining 95 percent of the budget. In other countries, especially at the local level, some GRB initiatives have focused on women’s funds, which are often put under the control of women councilors. In this paper, the focus is how CBMS can be used to support a mainstreaming approach to GRB.

Just as GRB is not about separate allocations for gender or women, it is also not about always aiming simply at a 50:50 split male-female in terms of who is reached by government spending. In some cases, 50:50 is desirable. In other cases, it is not. Male and female persons are not the same in many respects, and never will be. The government should be addressing the different needs of males
and females rather than assuming that their needs are identical. For example, women of reproductive age will tend to have greater need of health services than men of the same age. If there is a 50:50 split in terms of beneficiaries of health services, it is then likely that there is bias against women.

Many people assume that gender issues, and GRB in particular, are about women. This is not true although most GRB initiatives will tend to focus more on women and girls than men and boys. This bias is found because overall, when one compares the situation of males and females, the latter tend to be disadvantaged. This is, however, not always the case. GRB initiatives should be as concerned about male disadvantage as about female disadvantage. One form of male disadvantage, which is increasingly found in countries around the world, relates to education where the dropout rate for boy children – particularly at the secondary level – is sometimes higher than that for girl children. One of the suggested reasons for this is that poor families tend to want their male children to go out to earn before putting pressure on their female children to do so. This bias is fuelled by the stereotyping of males as breadwinners and by the fact that men and boys tend to earn more than women and girls. This and other biases which disadvantage males need to be acknowledged and addressed by a GRB.

Unpaid care work

One of the ways in which gender biases manifest themselves is in the differential engagement of men and women, girls and boys in unpaid care work. Unpaid care work is the work involved in caring for children, old people and sick people, housekeeping and similar activities. Economists recognize this work as productive and as producing value. However, the work is not included in calculations of gross domestic product (GDP) and is often ignored by policy makers. The fact that the work does not have money attached to it encourages the tendency to ignore it. Yet if this work is not done efficiently, it will have a negative impact on the health, well-being
and productivity of people in the society. If the work requires significant time and energy, it will restrict the amount of paid productive work that can be done and thus the earnings of the people affected.

Because in all countries, women do most of this unpaid care work, it is women who are most negatively affected by ignoring unpaid care work. In Barangay Salvacion gender-oriented CBMS exercise in the Philippines, 34 percent of female respondents gave household chores as the cause of their being stressed, compared to 1 percent of male respondents (Reyes et al, 2004: 57). Ignoring unpaid care work thus impacts negatively both on society as a whole and on female individuals.

Unpaid care work is often especially important when considering local government policies and budgets because several of the functions that are allocated to local government have a direct impact on the burden of unpaid care work. In many countries, for example, local government is responsible for the provision of local services such as electricity and water. Where these services are not provided inside or near dwellings, it is usually women and young children who must spend time collecting water and/or fuel. Similarly, local governments are often responsible for providing or supporting childcare services. Where these services are not provided or adequately supported, it is usually women who look after children and are therefore restricted in their income-generating opportunities. In countries where local government is responsible for health services, the introduction of strategies such as home-based care, which is increasingly common in countries hard-hit by the HIV/AIDS pandemic, decreases the cost to the local government budget but increases the time and money costs placed on careers in the home, typically women and girls.

**Diversity of initiatives**

As noted earlier, CBMS initiatives are diverse across countries and even within countries. GRB initiatives, however, are even more diverse. The only factor uniting them is that they all look at how
government budgets impact on male and female individuals. Beyond that, they differ in terms of motivation, focus, actors, methods, levels and sector of government, among others.

In terms of actors, the most basic distinction is between government-led GRB initiatives and those led by civil society. Within the government-led category, further distinction can be made between those led by the bureaucracy or executive arm of government and those led by the elected or legislative arm (at the local government level, mayors often straddle these two arms.) Within the civil society initiatives, most are led by NGOs. However, the nature of the NGOs again differs widely, and includes women’s organizations, research organizations, sector-specific organizations, professional organizations and academic institutions.

Some GRB initiatives focus on the budget as a whole. Many more focus only on selected sectors. The most common sectors for analysis are health and education, as these are sectors with significant gender implications, and which usually account for a significant amount of the budget. Education and health are also relatively easy to analyze from a gender perspective because services are delivered and outcomes achieved in terms of male or female individuals. Many initiatives also focus on agriculture and other economic sectors, in recognition of the need for economic empowerment if gender equality is to be achieved. Some have focused on protective services such as police and the justice system. The latter focus is usually chosen out of concern about gender-based violence. When doing LLGRB, the sectoral focus is obviously determined in large part by the functions allocated to local government in a particular country. In South Africa, for example, where local government functions are fairly narrow, LLGRB focuses mainly on household services.

The potential benefits for government in having a GRB initiative are very similar to those of a CBMS, namely:

- improving efficiency by ensuring expenditure benefits those who need it most;
improving monitoring by knowing who are being reached by government services;
tracking implementation and reducing corruption;
improving transparency and accountability; and
reporting on progress with respect to national and international [gender] commitments.

For civil society groups, the potential benefits of a GRB are:
• increasing their participation in, or influence on, policymaking;
• strengthening their advocacy and monitoring activities through the improvement of their knowledge;
• having information to challenge discrimination, inefficiency and corruption;
• having information to propose new and different policies;
• being better able to hold public representatives and government accountable; and
• recognizing the needs of the poorest and the powerless.

While every GRB initiative is different, ideally each should cover the five basic steps which should underlie all policymaking and implementation, namely (a) situation analysis; (b) policy analysis and design; (c) resource allocation; (d) monitoring of delivery; and (e) evaluation of impact. What the GRB brings in added value is the explicit consideration of gender (and other axes of social disadvantage) in each of these steps.

In practice, most outside-government initiatives focus on post-budget analysis. For example, an NGO may analyze a budget when it is tabled and may do advocacy around it, including presentations before legislators, over the ensuring days, weeks and months. It can later engage in the monitoring of where and how the money is spent and whom it reaches. Where governance is open and participatory, there may also be opportunities for civil society actors to get involved
in the pre-budget phase, in influencing and designing programs which are then allocated appropriate budgets.

An inside-government GRB initiative can more easily focus on the pre-budget stage by using gender analysis when developing policies and the associated budgets. In addition, a thorough inside-government GRB will include a post-budget report at the end of the budget year, stating how it has delivered in terms of money spent and what was delivered with this money.

Convincing analysis of any topic requires good information. Similarly, good policymaking requires good information. It is common to hear complaints from GRB practitioners about the lack of adequate data to provide adequate understanding of what government budgets are doing to address gender issues. The challenge is particularly great at the local level because of the paucity of locality-specific data.

It is here where the CBMS can assist.

**Marrying CBMS and LLGRB**

**CBMS and GRB: similarities and differences**

A careful reading of the descriptions of CBMS and GRB reveals similarities and complementarities between the goals of the two systems. First, one of the primary aims of CBMS is to assist with government targeting of those who are most needy of government assistance. This provides a neat match with one of the primary aims of any budgeting initiative, namely, the prioritization required in any situation when the available resources cannot meet all needs. GRB adds the ‘twist’ that this prioritization should include gender as a central determinant.

Second, the CBMS was seen from the start as a tool to inform evidence-based policy making. In Puerto Princesa, for example, the local government undertook to build health centers in three areas where the CBMS indicated these were lacking. In Oring-Oring locality of South Palawan, the barangay captain agreed to build a feeder road to enable producers to get their produce to market and ensured that 50 homes were provided with electricity connections after CBMS
indicated the existence of these needs. In another barangay in the Philippines, a CBMS survey resulted in a shift of emphasis from infrastructure products to provision of social services such as child feeding (CBMS Network Updates Special Issue, December 2004: 3). The CBMS Coordinating Team is currently analyzing the extent to which the system has resulted in changes in budgets in the LGUs in which it has been implemented.

GRB is also centrally concerned with policymaking. In many countries, gender activists have put much effort into developing gender policies, action plans, and similar documents. GRB emerged out of the realization that unless these policies and plans have adequate accompanying budgets, they are not worth the paper they are written on.

There are, of course, also some important differences between CBMS and GRB.

First, there is a difference in terms of flexibility of scope and effort. Both CBMS and GRB involve significant effort if they are to be worthwhile. Neither exercise should thus be embarked on lightly. GRB does, however, have more flexibility than CBMS in terms of the amount and duration of effort and the number of activities that must be done. With CBMS, it is pointless to do only two or three of the steps of the process because the benefit is gained only if the full process is completed. It will therefore usually be easier to build GRB-facilitating aspects into a CBMS than to incorporate CBMS into a GRB initiative if CBMS does not already exist in a country. This consideration informs the focus of this paper.

Second, there is a difference in terms of focus. CBMS is primarily seen as a tool for addressing poverty as one of the most fundamental aspects of disadvantage and ill-being. Poverty is conceived as extending beyond income. Nevertheless, not all forms of social problems can be defined as poverty. In particular, while there are many overlaps between gender and poverty concerns, not all gender problems derive from poverty. Further, it is not only when gender disadvantages promote poverty that the need to address them arises.
Gender equality is a goal in its own right. For example, while there is not always a direct link between gender-based violence and poverty, or between political participation and poverty, the eradication of gender violence and equal participation of women in decision-making are key gender issues in most countries. This last point is elaborated further in the next section.

Third, there are differences in terms of the extent to which the initiatives are ‘political’. Ultimately, all policy-related work is political and thus both CBMS and GRB are political. GRB initiatives are, however, often more overtly political than CBMS, which is seen more as a technical tool. GRB involves choices and a vision of what one wants society to look like. This vision, in turn, is likely to generate debate in that not everyone will share the same vision. There is usually limited debate on how to address biological differences related to sex. Even here, though, there will often be big debates around areas such as contraception and abortion. In relation to the socially determined differences which make up gender, there will be even more debates.

Policymakers need to understand the gender patterns in the society. This is an area in which CBMS can be of help by providing sex-disaggregated data on the situation of local women, men, girls and boys. Policymakers then need to decide on how to respond to the gender patterns. On the one hand, they can address the needs such as childcare that arise from the patterns. On the other hand, they can aim to change the patterns through the provision of scholarships for girls studying in non-traditional areas. Whether or not an LGU decides to do this depends in large part whether the policymakers consider it a problem that women tend to be confined to certain areas of work.

GRB work requires a combination of technical knowledge with advocacy. Where GRB work is done by civil society, it should also include organizing activities. The CBMS will assist primarily with the technical knowledge aspect of GRB. It will provide the facts and figures that can be used in advocacy. Some process aspects could
also assist with the advocacy element. CBMS is, however, not expected to address all the advocacy and organizing aspects of GRB. Those responsible for GRB will need to look elsewhere for that.

Fourth, there might be differences in terms of what CBMS and GRB mean in their focus on participation. On the one hand, as noted earlier, one of the benefits for civil society organizations in embarking on these initiatives is enhanced participation in decision-making, particularly for women who might otherwise be excluded. On the other hand, CBMS prides itself on its participatory nature. At the most basic, the system involves the participation of local actors. In the Philippines, these actors are mainly government officials and community members. In other countries, there is explicit provision for participation by some non-government actors. From a GRB perspective, this participation needs to include local citizens if decision-making is to be inclusive and if it is to reflect the needs and interests of individuals from different groups.

The five steps of GRB are a useful starting point in thinking about how CBMS can assist GRB. The first column of Table 3 describes each step. The second column gives the formal budget-speak term for this step. The third column shows what type of data is needed. To anyone with knowledge of CBMS, it will be clear that CBMS can assist in at least four of the five steps (all but the third).

If one examines the core CBMS indicators used in the Philippines, they all reflect either the first step (the situation to be addressed) or the fifth step (the outcomes or impact of government intervention). However, other data generated by the two standard questionnaires will help with the fourth step (output or delivery) or even the fifth step (outcomes or impact).

The first standard CBMS questionnaire captures community profile. The questionnaire is addressed to local government officials (to the barangay captain or secretary in the case of Philippines). It typically asks for physical and demographic characteristics of the area, including population, number of households, number of registered voters, number and location of a range of educational, health
and service facilities, public transportation, credit institutions, roads, water supply, waste disposal, electricity and peace and order services.

The second questionnaire provides the household profile and is typically administered to one person in every household in the community where CBMS involves a census or to one person in each of the sample households where CBMS does not involve a census. The topics covered range from characteristics (sex, age, tribe, education, and economic engagement) of all members, water and sanitation, housing, assets, sources of income, nutrition, crime, calamities and access to government and other programs. Questions explicitly related to outputs and outcomes are also included in most household questionnaires to assess the household’s access to social programs and the effect of the programs on the household. Other

Table 3. Data requirements of the five steps of GRB

<table>
<thead>
<tr>
<th>Step</th>
<th>Budget term</th>
<th>Data required</th>
</tr>
</thead>
<tbody>
<tr>
<td>Describe the situation of women and men, girls and boys (and different sub-groups) in the sector</td>
<td>Situation or needs analysis</td>
<td>Situation description</td>
</tr>
<tr>
<td>Check whether policy is gender-responsive, i.e., whether it addresses the situation you described</td>
<td>Policy review – ‘activities’</td>
<td>Past performance</td>
</tr>
<tr>
<td>Check that adequate budget is allocated to implement the gender-responsive policy</td>
<td>Resource allocation – ‘inputs’</td>
<td>Budget figures</td>
</tr>
<tr>
<td>Check whether the expenditure is spent as planned</td>
<td>Monitoring – ‘outputs’</td>
<td>Targets &amp; delivery indicators</td>
</tr>
<tr>
<td>Examine the impact of the policy and expenditure, i.e., whether it has promoted gender equity as intended</td>
<td>Evaluation – ‘outcomes’ or ‘impact’</td>
<td>Targets &amp; situation description</td>
</tr>
</tbody>
</table>
questions that could be used to measure output include those about attendance at school, water and sanitation, and electricity.

**Using the standard CBMS for LLGRB**

At the March 2005 Manila workshop, CBMS practitioners were eager to be given a standard minimum set of indicators that would make the CBMS more useful for GRB purposes. The GRB practitioners were doubtful whether this was possible, given the wide diversity in GRB initiatives as well as the wide diversity in the situation of women and men, girls and boys in different localities and thus the differences in key gender issues. In addition, there are significant differences in the functions of local government between different countries. To be useful for LLGRB purposes, the indicators need to relate to functions for which local government is responsible and in respect of which it controls the budget.

This section takes the first steps in exploring the possibility of such a standard minimum set. It suggests how the standard CBMS implementation in the Philippines could be adapted so as to make it more facilitative of GRB. It accepts the standard instruments as they are but proposes some modifications in the CBMS process as well as modification in outputs. At least some of these suggestions could be added to existing CBMS initiatives.

The standard CBMS data already provide valuable input for GRBs. They allow for a sex-disaggregated analysis of the situation of local people in terms of aspects such as education and economic activity. They also provide for a situation analysis of accessibility of services such as sanitation, nutrition and health, which are of particular importance to women and girls because of both their biology and traditional roles and responsibilities. However, the potential of the existing instrument to support LLGRB work can be further enhanced. To do this entails some modifications in the process and output.

**Validation**

Active involvement of key local actors and citizens groups in the
CBMS validation process would enhance broad-based participation in budget processes and in allocation decisions. Where the current CBMS validation process is focused primarily on local government officials, this could be expanded to include other civil society groups. The Philippines’ local budgeting system for instance, provides explicitly for civil society participation in budget making. At the local level, this happens through the community development council (CDC). The CDC is meant to include representatives from different ‘sectors’, including the women sector, alongside barangay captains, the municipal/city mayor and the Congress representative. The sector representatives are elected by and from NGOs accredited by the LGU.

A major drawback is that the regulations require that the CDC only be involved with respect to the investment plan and associated budget. They are not included in discussions of the recurrent budget. They also have no say over whether and which private organizations receive subsidies or grants to perform functions which government would otherwise perform. All of these are important areas of decisionmaking in that the salaried staff covered by the recurrent budget and the private organizations deliver key programs that could address poverty and gender concerns.

The CDC provides a ready-made body that could be included in the validation exercise. To promote GRB, the LGU could ensure that the women’s sector is sufficiently represented, and perhaps invite additional representatives beyond the CDC members.

CDC members are likely to represent the more vocal among the community, and probably not the poorest. If the LGU is interested in hearing the voices of the poor, it could organize special focus group-like sessions for those who are not office-bearers in organizations. Separate sessions should be held for women and men to ensure that both groups feel free to speak openly where this is needed.

Other countries might not have a CDC. Many, however, have similar institutions, which could, with similar adaptations, be made more women- and poor-friendly. Where such institutions do not exist in the formal framework, local government, or even a local NGO,
can constitute such an assembly and conduct a validation exercise with them.

The sub-section on dissemination contains some further considerations for modifying the format of the presentations of data that might be necessary to ensure full and meaningful participation by women, and particularly poor and less educated women.

**Analysis**

While the five steps involved in GRB exercises are commonly found in policy and budget analysis, GRB adds the gender element. This element, in turn, brings with it certain requirements with respect to data. At the most basic, it requires that data be disaggregated by sex wherever possible. This is relatively simple in terms of some government services. For example, it is easy to disaggregate data reflecting the situation in health and education and access to services because these services relate to individuals. It is, however, not a simple matter to provide disaggregated data for services, such as water, refuse and electricity that are delivered to households. This is an important point when doing LLGRB because these are usually among the key services for which local government is responsible.

Some analysts use the concept of household head to disaggregate data, and distinguish between the situation and access to services of households headed by women and men. The standard CBMS system could be used to deliver data disaggregated along these lines because the household schedule distinguishes a household head. This approach can, however, be problematic. The first problem is the lack of a standard definition of what constitutes a household head. In some cases, it will be determined by age, in others, by gender, and in yet others by earning capacity. Different households even within a single barangay are likely to use different definitions. The result is that the CBMS can provide tabulations that compare apples and giraffes with mangos and elephants and thus the use of household head may not be meaningful from a data analysis/disaggregation point of view.
A second problem with using the sex of the household head to compare households is that, if one is concerned about the overall relative disadvantage of women, there are likely to be more women in male-headed households than in female-headed households. In addition, the women in male-headed households could well be more disadvantaged than those in female-headed households with respect to aspects such as lack of decisionmaking power and vulnerability to domestic violence.

A third problem with using the household head is that it implicitly assumes homogeneity among female-headed households. The vulnerability and poverty of a female-headed household will, however, tend to differ markedly between those which are female-headed as a result of widowhood and those which are female-headed because a young professional woman has decided to ‘go it alone’.

Analysis in terms of household head should therefore not generally be used as the primary way of presenting CBMS data in a gender-sensitive way. Instead, a range of other possibilities can be explored.

First, there are many questions which are already asked in the CBMS questionnaires in a way that can provide sex-disaggregated tabulations. If one takes the Philippine questionnaire for the barangay profile as an example, these include questions concerning population, registered voters, and reported cases for a range of different crimes. Similarly, in the household questionnaire, the information on the characteristics of household members (including age, tribe, education, economic activity, and nutritional status for young children), incidence of crime, and number and cause of deaths in past 12 months allow for disaggregation by sex. Thus, the standard tabulations can be sex-disaggregated in terms of the above.

Beyond simple sex-disaggregation, the standard questionnaires also provide further possibilities in terms of issues that are likely to be important in terms of gender roles and relations. In the Philippine barangay profile questionnaire, for example, the following aspects would usually be considered as particularly important from a gender perspective:
existence and location of maternal and child clinics;
existence and location of barangay health centers (both because women, on average, need health services more than men and because women are more likely than men to accompany family members to health services);
family planning centers;
day care centers;
public transport (because men tend to dominate the use of private transport);
markets (because women might (a) be more engaged in petty production of goods that need to be sold on a market and (b) bear more responsibility for daily provisions of the household);
availability of credit institutions (because of the difficulties women encounter in most societies in obtaining small-scale credit);
electricity and water services (in situations where women and children bear the main responsibility for fuel and water collection);
reported cases of rape and domestic violence; and
number/proportion of deaths resulting from complications of pregnancy or childbirth.

Dissemination
In most societies, there are differences in the levels of literacy among adult women and men. Even where female enrolments and achievements for younger people are equal to, or overtake, male enrolments and achievements, past discrimination often means that inequalities remain at older ages. Similarly, while literacy levels may be equal between women and men among some groups, there may be particular tribes, castes or other groupings among which women are at a disadvantage in this respect. In societies where differences in levels of literacy exist, women might have greater difficulties than men in engaging with the result of the CBMS. A gender-sensitive
CBMS will therefore need to find ways of disseminating data in different formats that make it accessible to as wide a range of local people as possible. This is particularly important if one hopes – as described above – to have full participation of women in validation and subsequent processes.

There are some useful examples of innovative dissemination approaches within the CBMS experience. For example, in Burkina Faso, the analysis of the CBMS survey is depicted in pictures and posted in the community notice board where it is accessible to the population at large. Similar innovative approaches could be adopted to enhance accessibility of the CBMS data elsewhere.

**Enhancing the CBMS to facilitate LLGRB**

The suggestions noted above require no modification to the standard instruments and could therefore be implemented in a CBMS initiative that is already underway. They only entail some modification in the way the information is disaggregated, analyzed and disseminated, and in the actors involved in the validation process. This section suggests more substantial modifications that can mostly only be implemented if agreed upon very early in the CBMS process.

The first set of modifications relates to increased disaggregation within the questionnaire. As noted above, some questions already allow for disaggregation by sex in reporting. Additional disaggregation of the data can further facilitate LLGRB work. These include gender-disaggregated information on local government staff, sources of income, and access to programs, among others. If the data can be obtained from administrative records, then they will not need to be collected by the CBMS. These data can simply be included in the databank. The final selection of the items would need to be based on priorities identified by GRB practitioners and civil society groups in each community.

The main objective of government budget should be to impact on the lives of ordinary women and men. Government staff is usually an elite in comparison to the general population. Nevertheless, a
significant proportion of any government budget is usually spent on staffing, with staff thus emerging as the most direct beneficiaries of local government budgets. From a LLGRB perspective, there is a need to monitor whether it is men or women who predominate among these direct beneficiaries. In addition, examination of staff patterns will reveal whether the local government is entrenching gender stereotypes or attempting to modify them. If, for example, the majority of day care workers, health workers and nutrition scholars are women while the majority of community leaders are men, gender stereotypes are being entrenched. In the community profile questionnaire, therefore, it would be useful to know the number of men and women occupying each of the different types of local government posts rather than only the total. This type of data can be obtained from the records of the local government and need not be collected through the CBMS data collection instruments.

Similarly, gender disaggregated information about income is important, among others, because those who bring income into a household are likely to have increased decisionmaking and other powers. For this reason, in the household questionnaire, it is important from a gender perspective to know, for each of the sources of income, whether it is male or female members who are generating this income. Given the importance of overseas foreign workers in some countries in which CBMS is implemented (Philippines and Sri Lanka, among others), it might also be useful to add further questions about remittances. Similarly, capturing illness and associated use of health services (and the kind of health services used) or other programs is essential to reveal gender differences in access to, and the use of, health and other social services. The same can be said about the data on food adequacy. Collecting such data at the aggregate household level assumes that all household members eat the same number of meals. This is not necessarily true, especially if some members are away from the dwelling during the day. Further disaggregation of this would reveal if there are gender disparities in food consumption within the household. Lastly, as noted some of the CBMS
questionnaires already collect data on incidence of crime. Where this is only limited to unraveling cases of rape, it needs to be broadened to capture other forms of gender-based violence.

Unpaid care work as a key aspect of gender inequality has earlier been mentioned. From a GRB perspective, ideally the CBMS should also include a few simple, stylized questions about allocation of, and time spent on, unpaid household duties. In addition, attention is needed to see whether the questions on economic activities are picking up on all activities. For example, the report on the Barangay Salvacion experiment (Philippines) noted that some female respondents who were doing jobs such as helping on a farm of making sawalis did not consider themselves to be working because the work was unpaid.

Finally, if CBMS is to facilitate GRB work, it might need to include some indicators that are not directly related to poverty where these issues are highlighted as important issues from a gender equality perspective. The most obvious of these is probably gender-based violence. Beyond this indicator, to be most helpful to GRB, a CBMS might need to add further indicators that reflect the particular gender concerns in a particular country or locality so that LLGRB actors can use these to advocate for better programs and adequate allocations, as well as monitor how well existing programs are working. The relevant concerns and indicators will depend both on the nature of gender patterns in a particular place, and the functions and (financial) responsibilities of local government in a particular country.

The above are some preliminary ideas on enhancing the use of CBMS to facilitate LLGRBs. Any serious attempt to make the CBMS more useful for LLGRB would need to engage local actors – and in particular, local gender activists – to get further input on what other key gender issues need to be covered. These ideas would then need to be taken to a CDC or similar body expanded as described above for their input and ideas.

These ideas then need to be tested against various measures. First, they need to be tested against the main LGU functions. As seen from the process description above, the results of the CBMS are sent
up to higher levels of government and meant to inform services at those levels as well. For LLGRB purposes, however, the focus is primarily on the local level budget. Therefore, there is a need to test (a) that all the relevant main responsibilities of local government are covered, and (b) that the gender elements do not focus too heavily on issues for which local government bears no responsibility.

Second, the ideas in terms of gender can be tested against various gender policies and instruments. At the international level, it could be tested against the Beijing Platform for Action and/or Convention on the Elimination of All Forms of Discrimination Against Women to see if any aspects, which relate to local government responsibilities and are important in the locality have been omitted. More locally, the ideas can be tested against a country’s gender policy or, in Philippines, against the LGU’s gender and development plan.

In terms of process, all the modifications discussed in the previous section would apply here. An additional idea is to administer the household questionnaire to two people – a male and a female adult – in each household to see to what extent their answers differ (as is being done in the case of Pakistan). This approach was adopted in the Barangay Salvacion experiment referred to above and did reveal some differences in responses. Such differences in perception can themselves be the subject of discussion during validation and later planning exercises.

Lastly, the suggested modifications in the questionnaire as well as in the validation/dissemination processes need to be seen in the context of maintaining the relative simplicity and manageability of the CBMS work at the local level. Creating a thorough yet complicated data gathering and analysis system will undermine the very basis of the CBMS structure – i.e., locally managed, simple and periodic assessment of poverty and well-being. This paper suggests that it is possible to use existing or slightly modified CBMS to facilitate GRBs without overburdening the system.
Conclusion and way forward

As the analysis shows, there are possibilities for, and indeed benefits from, linking LLGRB and CBMS. The CBMS can facilitate local level gender responsive budgeting and, conversely, the CBMS links with civil society groups and proactive involvement in budgetary analysis and advocacy can be enhanced through this process. While this paper has outlined some preliminary suggestions, the ways this can be done, details regarding the additional indicators to be included in the data collection instruments, the modifications in the data processing, analysis and/or dissemination stages that may be required, and the mechanisms that would strengthen civil society involvement in the whole CBMS process need to be further spelled out in each context where the combined LLGRB-CBMS is to be implemented. These modifications then need to be piloted to examine the feasibility of integrating the two systems given the local capacity and existing institutional arrangements.
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Session 10

CBMS-Based Poverty Mapping
This paper shall focus on the relevance of poverty mapping in depicting the development and poverty situations in our municipality, Labo, in particular and in the whole country in general. Likewise, this will also highlight the use of CBMS-generated data as a vital input in the preparation of poverty maps and the use of poverty mapping for the design and targeting of poverty reduction interventions.

**Labo: a profile**
The municipality of Labo is geographically located at the center of the province of Camarines Norte. It is approximately 335 kilometers south of Manila and 15 kilometers north of Daet, the capital town of the province. It is the largest municipality in the province with an aggregate area of 64,884 hectares which occupies more than 25 percent of the province’s land area. Its 52 component barangays are mostly devoted to agriculture with copra, abaca, palay and pineapple as major products.

The municipality of Labo is a first class municipality inhabited by 81,586 individuals with an average sex ratio of 106 males for every 100 females. Based on the CBMS survey conducted last 2003,
we have 15,875 households with an average size of 5 persons per household.

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 has system made poverty mapping easier and more convenient to use than the CBMS tool. As a planner for more than a decade now, it is only the CBMS-generated data and their support facilities that have made all of us (the executive, the legislative, the planning office and the communities) more motivated in eradicating poverty problems in our respective communities/localities.

**Poverty mapping and the pre-CBMS years**

But before I go on further, let me explain what poverty mapping is all about.

Poverty mapping is identifying the most depressed areas that need intervention in the development plans and programs. It is an activity which involves the interpretation and presentation of existing data usually in tabular and graphical formats and sometimes in maps. It is usually prepared by the program partners and stakeholders in order to identify the magnitude/intensity of the need/requirement and the location where intervention should be made priority. It gives policymakers, decisionmakers, program partners and stakeholders the direction in providing the necessary interventions.

Table 1 shows the some differences between the absence and the presence of poverty mapping.

Poverty mapping, however, no matter how good it is in depicting the poverty situation in a certain locality, was oftentimes disregarded because of using unreliable data sources. Thus addressing the real issues and concerns were also ineffective.

During those pre-CBMS years, plans and programs implementation were usually dependent on the perception of the local chief executive, which often than not became the source of conflict
between the executive and the legislative branches. Most of the bulk of the budget was allocated to infrastructure projects that did not directly address the poverty alleviation. Previously, physical infrastructure like waiting sheds, multi-purpose pavements, fencing of barangay halls and other similar types of infrastructure were the development priorities, disregarding, if not ignoring, the entire social or human development needs.

When the CBMS data began to be used, in particular, in poverty mapping, things changed as illustrated in Table 2.

In more specific terms, the benefits that the municipality of Labo gained from the CBMS are:

1. We now have an updated baseline information that we can use in our development plans;
2. We do not only identify the magnitude and location of our poverty problems in our municipality but also are able to solicit support of the community in identifying the root causes of problems in their respective areas; and
3. We now have the direction in addressing the issues and concerns that hound our municipality

Table 1. Differences between without and with poverty mapping

| Without poverty mapping                                                                 | With poverty mapping                                                                
<table>
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<tr>
<td>• The problem is identified but the location is not.</td>
<td>• The problem and its location is easily identified.</td>
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<tr>
<td>• Identification of the intensity and the magnitude of the problem is dependent on the</td>
<td>• The problem and its location is easily identified.</td>
</tr>
<tr>
<td>perception of the policy makers/decision makers.</td>
<td>• The intensity and the magnitude of the problem is easily identified by the policy</td>
</tr>
<tr>
<td>• Prioritization of interventions is usually dependent on the perception of the decision</td>
<td>makers, decision makers, program partners and the stakeholders.</td>
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<td>makers.</td>
<td>• It facilitates the prioritization of the needed interventions.</td>
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Pre-CBMS

- Data used were secondary and sometimes obsolete, unreliable and can not effectively validated.
- Processing and analyzing data was manually operated and updating such data was burdensome.
- Data are usually presented in tables and graphs and usually done manually.

During CBMS

- Primary data was always available and updated and can easily be validated.
- Processing of data is computer aided and can easily be updated.
- Data are presented in tables, graphs and maps graphically showing the intensity and location of poverty situation.

Community participation was limited only in the enumeration stage of data gathering.
- A few number of agencies were utilizing their resources in addressing their concerns.
- Limited funding allocation was used in plans and programs did not directly address the poverty situations.

Community participation is not only limited to data gathering but is also present in data validation and prioritization of needed interventions.
- Convergence of resources is present.
- Maximum utilization of limited funds and resources in addressing poverty problems is exercised.

### Sustainability issue

#### What has been done?

In last year’s CBMS national conference, I raised some issues related to the sustainability and effective use of the CBMS results. These issues were: (1) training for the proper utilization of CBMS results; (2) strong political will and commitment; and (3) funding.

All these have, however, been answered along the way.

The use of the CBMS results in our municipality started right after the results were finalized at the municipal level, with the trainings that the Department of Interior and Local Government (DILG) provided to the Municipal Planning and Development Coordinators.
(MPDCs) in data analysis and processing. In this regard, we have now started to train barangay officials to analyze and process their respective data and information. We gave them a one-day seminar workshop in problem tree analysis.

On my part, I only did it to test whether they are capable of absorbing the technology that the MPDCs learned in three days.

The issue of strong political will, meanwhile, has also been properly addressed. The adoption of CBMS-based annual municipal development plans, CBMS-based scholarship programs, and the CBMS-based sanitation programs are all ongoing and about to be implemented. The proposed second CBMS activity for 2006 is almost approved in principle.

And in terms of the most important issue, the funding of CBMS-based development program wherein barangays look forward to having the appropriate funds to finance the proposed interventions – a year after I raised this issue, we now seem to have an answered prayer. We now have a development grant program that will assist us in the implementation of our poverty intervention programs.

In Labo, the following are the programs, projects and activities that are being done based on the CBMS results:

1. The Sangguniang Bayan had passed a resolution adopting the results of the CBMS survey and enjoining all levels within our territorial jurisdiction to formulate development plans that addresses the issues and concerns identified by the CBMS;
2. The local government unit of Labo provided the needed access infrastructure to give our constituents the opportunity to increase their family income;
3. The local government unit of Labo and the Kalinga Bata, (a non-government organization) provided assistance to impoverished but deserving students for them to be able to pursue secondary and even tertiary education;
4. The local chief executive had directed all the Punong Barangays to formulate their barangay development and
investment plans that will address their respective poverty problems; and

5. Finally, we have been active in disseminating the CBMS technology not only in the province of Camarines Norte but in the whole Bicol region as well.
Poverty Mapping: A Sta. Elena CBMS Experience

Bimbo Doria*

Sta. Elena, Camarines Norte lies at the frontier of the Bicol Region situated on the northernmost part of the Bicol Peninsula in the island of Luzon. It is bounded in the north by the Municipality of Capalonga, south by the municipality of Calauag, Quezon, east by the municipality of Labo, Camarines Norte and west by the Basiad Bay of the Pacific Ocean. The town proper (Poblacion) is 263 kilometers south of Metro Manila.

Nineteen barangays (sub political division) with a land area of 19,935 hectares comprise Sta. Elena. These barangays are: Basiad, Bulala, Don Tomas, Guitol, Kagtalaba, Kabuluan, Maulawin, Patag Ibaba, Patag Ilaya, Plaridel, Pulang-guitguit, Rizal, Salvacion, San Lorenzo, San Pedro, San Vicente, Sta. Elena (Poblacion), Tabugon and Villa San Isidro. Barangay Villa San Isidro is the largest in terms of land area while Barangay San Pedro is the smallest.

Sta. Elena is a fourth class municipality and was the eleventh of Camarines Norte’s 12 municipalities that was created. Covering 6.1 percent of Camarines Norte’s land area of 211,250 hectares, Sta. Elena is the seventh largest municipality in the province.

In terms of economic opportunities, copra and other coconut products rank as Sta. Elena’s major products. Rice production is also

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important, accounting for a produce of 2,572.54 metric tons harvested from 597 hectares planted to rice.

Fruits/fruit trees produce in the municipality is of the citrus specie particularly sincome variety. More than 100 hectares have been planted to citrus and mainly marketed to Metro Manila for juice extract. Other fruits produce in the municipality are: banana, papaya, mango (Indian, carabao), watermelon, singkamas, guava, pineapple, jackfruit, avocado, star apple, atis, and guyabano.

Livestock and poultry production, meanwhile, is basically backyard and usually meant only for local consumption.

Fish and other Marine Resources are considered a future potential growth area of the municipality. Sta. Elena has eight coastal barangays located at the Lamon Bay along the Pacific Ocean considered as among the major fishing grounds in the country.

In terms of brackish water fishpond production, the municipality ranks second in the province with a total production posted at about 3,684.96 metric tons. Considering that the municipality has no developed fish port facilities unlike the first-rank town of Mercedes and other municipalities in the province, this is a welcome accomplishment and augurs well for the possible plan to tap the municipality’s potential for fishpond development.

The province has also identified sites suitable for seaweed culture at an estimated area of 150.34 hectares, the second largest in the province. Shellfish such as oyster and mussel are also potential sea farming produces in the coastal barangays.

**Poverty mapping**

**Need for poverty mapping**

The Philippine Government launched a program to establish a development blueprint dubbed as the Philippine Agenda 21 referring to the 21st century. Part of the agenda is the Social Reform Agenda (SRA) the goal of which is poverty alleviation. In achieving this goal, various policies and tools have been conceptualized to address and
focus on the poverty situation in the country through the Social Reform Agenda.

But even without the program, poverty measurement is important in assessing the needs of the community. If realistically conducted, poverty measurement could be a gauge in providing interventions where those most in need or impoverished would get the most from government.

A useful instrument in measuring poverty is poverty mapping which essentially puts the poverty situation in a visual form through the use of social indicators. If done on a regular basis, poverty measurement, through poverty mapping can enable the government, particularly local government units, to evaluate whether programs or interventions introduced have had positive or nil contributions to the intended development goal.

In a country like ours where poverty incidence is high, the need for all governing units to monitor, measure and map poverty incidence becomes equally high.

**Pre-CBMS**

Initially, the SRA program utilized a Minimum Basic Needs (MBN) assessment as a way to measure poverty. The MBN household survey categorizes poverty into 33 poverty indicators, classified under three areas, namely, survival needs, security needs and enabling needs. These were then compiled in table form. The barangay data would be presented to the public through a data board in every purok (a subdivision of the barangay). Said program was initiated in 1997 and was supposed to provide adequate attention to social development rather than the traditional economic or infrastructure development that most local officials are fond of.

Other databases were also introduced to assist the LGUs in measuring poverty. These included the following:

a. Integrated Rural Appraisal Program (measures accessibility of basic services such as roads, water, market, etc.).
b. Child Info (measures the state of children in terms of survival, protection, education, etc.).

**Enters CBMS experience**

We first had the opportunity to work with CBMS Team in March of 2003. That was after we have determined and listed three reasons on why we need a system like the CBMS and why we think that it is the best choice for us. One is to establish a database (in our case, a social sector database) which we found to be suited to our needs at this point and comprehensive enough to be expandable to other sectors. Two is that it has a Geographic Information System (GIS) component (map-based) which is more readily appreciated by our decisionmakers (the Mayor and the Sangguniang Bayan) with its digitized map feature. And three is our financial constraint. Databases with GIS feature offered today in the market are priced at more than PhP1 million. The CBMS program, on the other hand, is free.

**Data collection**

Training workshop on data collection was conducted in May of 2003. Data gathering was then completed by the end of August of the same year. We utilized more than 50 enumerators. Some problems, however, were encountered with the data collection. Still, we decided to add our investment by procuring, from savings from capital outlays, a computer that was capable enough to process the database and the mapping component.

The data encoding for the CBMS database contained 7521 household data. We were able to utilize two encoders with two computers. Said encoders and computers were not exclusively utilized for the program but for other office work as well.

**Mapping**

**Spotmap**

The enumerators initially prepared their barangay spot maps based on their common knowledge of the barangay with respect to the
households, location of infrastructure facilities such as roads and buildings, and more particularly, the knowledge of where the subdivision of the barangay into smaller puroks was placed.

**Geographic Information System**

Local government units (LGUs) make decisions that involve land or geographically related issues ranging from land development to environmental health, peace and order or basic service delivery. For LGUs, the GIS therefore is beneficial for planning since it combines geographic data (the locations of man-made and natural features such as houses, streets, rivers, etc.) and information (like names, addresses, classification, and coordinates) to generate maps for visualization and analysis. Data organized in databases are more emphasized in digitized map presentations and by experience, are readily more appreciated and probably understood better by decisionmakers and laymen as well.

With the CBMS program utilizing the Natural Resource Database (NRDB), a mapping software, a map of an area (in our case municipality) can readily be made that is reliably aligned with the global coordinates.

**CBMS survey results**

**Demography**

Sta. Elena has a total household population of 7,521 households. Population count reached 38,091 persons making the average household size 5 persons per household (Table 1).

Barangay Poblacion has the highest population count with 7,690 persons and 1,559 households while Barangay Villa San Isidro has the lowest population count with 329 persons and 61 households.

**Health and nutrition**

**Child deaths**

Results of the CBMS survey in 2003 reveal that out of 7,389 children with ages 0-6 years old, 59 died in the municipality in the past year
(Table 2). The deaths were mostly due to neonatal deaths among infants and measles among children. Among deaths, 38 were males while 21 are females. The highest rate recorded was in Barangay Sta. Elena (Poblacion) where 32 children died.

Meanwhile, there were 9 and 7 children in Maulawin and San Lorenzo, respectively, who died in the past year. Infant deaths were mostly due to stillbirths while child deaths were caused by water borne diseases such as typhoid and dehydration from intestinal disorders.

**Malnutrition**

Data for the municipality show a 4.6 percent prevalence of malnutrition among children aged 0-5 years old (Table 3). The highest number of malnourished children was 38 in Barangays Bulala and
Maulawin. Barangay San Lorenzo ranked 3rd with 31 malnourished children and Barangay Kabuluan, 4th with 29. Of the 285 cases of malnutrition, 262 are moderately malnourished. Severely malnourished children numbered 23 cases, mostly from impoverished households.

**Education**

**Elementary school participation rate**

There are 16 elementary schools in the municipality with only one privately run elementary school. Four barangays do not have an elementary school.
Table 3. Number and proportion of malnourished children (0-5 years old), Municipality of Sta. Elena, Camarines Norte, 2003

<table>
<thead>
<tr>
<th>Barangay</th>
<th>Total number of Children 0-5 years old</th>
<th>Malnourished Children</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Magnitude</td>
<td>Proportion</td>
</tr>
<tr>
<td>Basiad</td>
<td>439</td>
<td>7</td>
</tr>
<tr>
<td>Bulala</td>
<td>318</td>
<td>38</td>
</tr>
<tr>
<td>Don Tomas</td>
<td>338</td>
<td>0</td>
</tr>
<tr>
<td>Guitol</td>
<td>107</td>
<td>14</td>
</tr>
<tr>
<td>Kabuluan</td>
<td>242</td>
<td>29</td>
</tr>
<tr>
<td>Kagtalaba</td>
<td>222</td>
<td>14</td>
</tr>
<tr>
<td>Maulawin</td>
<td>404</td>
<td>38</td>
</tr>
<tr>
<td>Patag Ibaba</td>
<td>100</td>
<td>0</td>
</tr>
<tr>
<td>Patag Ilaya</td>
<td>90</td>
<td>10</td>
</tr>
<tr>
<td>Plaridel</td>
<td>220</td>
<td>25</td>
</tr>
<tr>
<td>Pulongguitguit</td>
<td>283</td>
<td>22</td>
</tr>
<tr>
<td>Rizal</td>
<td>321</td>
<td>27</td>
</tr>
<tr>
<td>Salvacion</td>
<td>115</td>
<td>11</td>
</tr>
<tr>
<td>San Lorenzo</td>
<td>1,082</td>
<td>31</td>
</tr>
<tr>
<td>San Pedro</td>
<td>247</td>
<td>0</td>
</tr>
<tr>
<td>San Vicente</td>
<td>171</td>
<td>2</td>
</tr>
<tr>
<td>Sta. Elena (Poblacion)</td>
<td>1,245</td>
<td>9</td>
</tr>
<tr>
<td>Tabugon</td>
<td>251</td>
<td>7</td>
</tr>
<tr>
<td>Villa San Isidro</td>
<td>48</td>
<td>1</td>
</tr>
<tr>
<td>STA. ELENA</td>
<td>6,243</td>
<td>285</td>
</tr>
</tbody>
</table>

Source: CBMS Survey, 2003

Data from the CBMS survey show a 78.8 percent elementary school participation rate among children 6-11 years old (Table 4). Barangay Patag Ibaba recorded the highest elementary school participation rate at 91.3 percent while Barangay Villa San Isidro registered the lowest rate at only 69.5 percent attributed to the lack of school facility in the barangay.

Secondary school participation rate

Of the seven secondary schools in the municipality, four are public high schools and two are private high schools. Proposals for the
establishment of two more secondary schools are pending.

As seen in Table 5, the municipality recorded a 45.2 percent secondary school participation rate. This means that for every 100 children aged 12-15 years old, there are only 45 who are attending secondary school.

At the barangay level, San Vicente was shown to have the highest rate at 57.3 percent while Villa San Isidro got the lowest rate at 19.5 percent.

Most of the barangays with low participation rates do not have secondary school facilities in their localities.

Table 4. Elementary school participation, Municipality of Sta. Elena, Camarines Norte, 2003

<table>
<thead>
<tr>
<th>Barangay</th>
<th>Total number of Children 6-11 years old</th>
<th>Elementary School Participation Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Magnitude</td>
<td>Proportion</td>
</tr>
<tr>
<td>Basiad</td>
<td>488</td>
<td>408</td>
</tr>
<tr>
<td>Bulala</td>
<td>304</td>
<td>242</td>
</tr>
<tr>
<td>Don Tomas</td>
<td>347</td>
<td>271</td>
</tr>
<tr>
<td>Guitol</td>
<td>95</td>
<td>70</td>
</tr>
<tr>
<td>Kabuluan</td>
<td>275</td>
<td>222</td>
</tr>
<tr>
<td>Kagtalaba</td>
<td>224</td>
<td>163</td>
</tr>
<tr>
<td>Maulawin</td>
<td>427</td>
<td>312</td>
</tr>
<tr>
<td>Patag Ibaba</td>
<td>92</td>
<td>84</td>
</tr>
<tr>
<td>Patag Ilaya</td>
<td>94</td>
<td>74</td>
</tr>
<tr>
<td>Plaridel</td>
<td>244</td>
<td>205</td>
</tr>
<tr>
<td>Pulongguigtuit</td>
<td>332</td>
<td>249</td>
</tr>
<tr>
<td>Rizal</td>
<td>413</td>
<td>334</td>
</tr>
<tr>
<td>Salvacion</td>
<td>124</td>
<td>100</td>
</tr>
<tr>
<td>San Lorenzo</td>
<td>1,068</td>
<td>826</td>
</tr>
<tr>
<td>San Pedro</td>
<td>248</td>
<td>199</td>
</tr>
<tr>
<td>San Vicente</td>
<td>175</td>
<td>145</td>
</tr>
<tr>
<td>Sta. Elena (Poblacion)</td>
<td>1,372</td>
<td>1,060</td>
</tr>
<tr>
<td>Tabugon</td>
<td>292</td>
<td>250</td>
</tr>
<tr>
<td>Villa San Isidro</td>
<td>59</td>
<td>41</td>
</tr>
<tr>
<td>STA. ELENA</td>
<td>6,673</td>
<td>5,255</td>
</tr>
</tbody>
</table>

Source: CBMS Survey, 2003
Table 5. Secondary school participation, Municipality of Sta. Elena, Camarines Norte, 2003

<table>
<thead>
<tr>
<th>Barangay</th>
<th>Total number of Children 12-15 years old</th>
<th>Secondary School Participation Rate</th>
<th>Magnitude</th>
<th>Proportion</th>
</tr>
</thead>
<tbody>
<tr>
<td>Basiad</td>
<td>280</td>
<td>135</td>
<td>48.2</td>
<td></td>
</tr>
<tr>
<td>Bulala</td>
<td>218</td>
<td>82</td>
<td>37.6</td>
<td></td>
</tr>
<tr>
<td>Don Tomas</td>
<td>214</td>
<td>96</td>
<td>44.9</td>
<td></td>
</tr>
<tr>
<td>Guitol</td>
<td>70</td>
<td>36</td>
<td>51.4</td>
<td></td>
</tr>
<tr>
<td>Kabuluan</td>
<td>194</td>
<td>100</td>
<td>51.5</td>
<td></td>
</tr>
<tr>
<td>Kagtalaba</td>
<td>120</td>
<td>37</td>
<td>30.8</td>
<td></td>
</tr>
<tr>
<td>Maulawin</td>
<td>251</td>
<td>98</td>
<td>39.0</td>
<td></td>
</tr>
<tr>
<td>Patag Ihaba</td>
<td>56</td>
<td>26</td>
<td>46.4</td>
<td></td>
</tr>
<tr>
<td>Patag Ilaya</td>
<td>55</td>
<td>21</td>
<td>38.2</td>
<td></td>
</tr>
<tr>
<td>Plaridel</td>
<td>143</td>
<td>79</td>
<td>55.2</td>
<td></td>
</tr>
<tr>
<td>Pulongquitguit</td>
<td>166</td>
<td>48</td>
<td>28.9</td>
<td></td>
</tr>
<tr>
<td>Rizal</td>
<td>226</td>
<td>121</td>
<td>53.5</td>
<td></td>
</tr>
<tr>
<td>Salvacion</td>
<td>69</td>
<td>19</td>
<td>27.5</td>
<td></td>
</tr>
<tr>
<td>San Lorenzo</td>
<td>661</td>
<td>253</td>
<td>38.3</td>
<td></td>
</tr>
<tr>
<td>San Pedro</td>
<td>167</td>
<td>73</td>
<td>43.7</td>
<td></td>
</tr>
<tr>
<td>San Vicente</td>
<td>110</td>
<td>63</td>
<td>57.3</td>
<td></td>
</tr>
<tr>
<td>Sta. Elena (Poblacion)</td>
<td>790</td>
<td>418</td>
<td>52.9</td>
<td></td>
</tr>
<tr>
<td>Tabugon</td>
<td>192</td>
<td>105</td>
<td>54.7</td>
<td></td>
</tr>
<tr>
<td>Villa San Isidro</td>
<td>41</td>
<td>8</td>
<td>19.5</td>
<td></td>
</tr>
</tbody>
</table>

| STA. ELENA         | 4,023                                    | 1,818                               | 45.2      |            |

Source: CBMS Survey, 2003

**Water and sanitation**

**Access to safe water supply**

Data from the CBMS survey show a low proportion of households without access to safe water supply. Safe water supply is defined as water coming from community water system, deep well and artesian wells. The most common sources of safe water in the rural barangays are from water systems maintained by the barangay or the municipal government and deep wells that are treated and monitored by the health office. These are used by 4646 households or 61.8% of the total households (Table 6).
A high 96.7 percent or 59 out of 61 households was registered by Barangay Villa San Isidro does not have as not having access to safe water supply. Patag Ilaya and Salvacion followed with both 96.2 percent of households without access to safe water supply. Most of the households in these barangays get their drinking water from shallow wells or spring sources that are not properly maintained.

On the other hand, Barangay Kabuluan was shown to have the lowest proportion of households without access to safe water. Sta. Elena (Poblacion), Bulala and San Lorenzo also registered a low rate for this indicator. This is due to the fact that there is an existing

<table>
<thead>
<tr>
<th>Barangay</th>
<th>Total number of Households</th>
<th>Households without Access to Safe Water Supply</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Magnitude</td>
</tr>
<tr>
<td>Basiad</td>
<td>494</td>
<td>264</td>
</tr>
<tr>
<td>Bulala</td>
<td>332</td>
<td>73</td>
</tr>
<tr>
<td>Don Tomas</td>
<td>432</td>
<td>145</td>
</tr>
<tr>
<td>Guitol</td>
<td>117</td>
<td>94</td>
</tr>
<tr>
<td>Kabuluan</td>
<td>390</td>
<td>46</td>
</tr>
<tr>
<td>Kagtalaba</td>
<td>226</td>
<td>194</td>
</tr>
<tr>
<td>Maulawin</td>
<td>442</td>
<td>201</td>
</tr>
<tr>
<td>Patag Ibaba</td>
<td>126</td>
<td>48</td>
</tr>
<tr>
<td>Patag Ilaya</td>
<td>106</td>
<td>102</td>
</tr>
<tr>
<td>Plaridel</td>
<td>297</td>
<td>216</td>
</tr>
<tr>
<td>Pulongguitguit</td>
<td>337</td>
<td>124</td>
</tr>
<tr>
<td>Rizal</td>
<td>445</td>
<td>112</td>
</tr>
<tr>
<td>Salvacion</td>
<td>133</td>
<td>128</td>
</tr>
<tr>
<td>San Lorenzo</td>
<td>1,191</td>
<td>262</td>
</tr>
<tr>
<td>San Pedro</td>
<td>295</td>
<td>272</td>
</tr>
<tr>
<td>San Vicente</td>
<td>208</td>
<td>61</td>
</tr>
<tr>
<td>Sta. Elena (Poblacion)</td>
<td>1,559</td>
<td>332</td>
</tr>
<tr>
<td>Tabugon</td>
<td>330</td>
<td>142</td>
</tr>
<tr>
<td>Villa San Isidro</td>
<td>61</td>
<td>59</td>
</tr>
<tr>
<td><strong>STA. ELENA</strong></td>
<td><strong>7,521</strong></td>
<td><strong>2,875</strong></td>
</tr>
</tbody>
</table>

Source: CBMS Survey, 2003
municipal water system run by the municipal government which prioritized the provision of access to safe water for development. The rugged terrain of the municipality have ample sources of spring water but needed a sizeable investment to distribute said resource. The municipal water system currently service 1,300 paying concessionaires that allows the government to recover capital investment at affordable rates and some areas with socialized schemes. Currently, water from the system is sold at a rate of PhP11.00 per cubic meter. The project would allow the municipal government expand service to other barangays.

Access to sanitary toilet facilities
Of the total number of households surveyed in the barangay, 40.9 percent do not have access to sanitary toilet facilities (defined as water-sealed or flush toilet facilities). More than 3,000 (3,074) household use unsanitary facilities while 4447 households have access to sanitary ones (Table 7).

The barangays of Patag Ilaya and Patag Ibaba show the highest proportion of households without sanitary toilet facilities at 94.3 and 92.1 percent, respectively. On the other hand, Sta. Elena (Poblacion) and Rizal show the lowest rate of access to sanitary toilet facilities with only 9.7 and 13.3 percent, respectively.

It was noted that most of the barangays without access to sanitary toilets are those that have low access to water in general. Rural upland/ coastal barangays mostly experience this problem.

Shelter
Informal settlers (squatters)
Squatter households are those living in their own houses in rent-free lots without consent of the lot-owner and those living in rent-free houses and lots without consent of the owners.

Sta. Elena registered a low rate of squatting at 3.0 percent or 224 out of 7,521 households living in the municipality. The biggest number of squatting households is found in Barangay Pulongguitguitguit
with 94 households. In the Poblacion area, there are 45 squatting households while 30 households were registered to be squatters in Barangay San Lorenzo. Informal settlers, although minimal, represent migrants who are looking for economic opportunities in the municipality. The rapid population growth also contributed to the growth of informal settlers. The municipality has been host to varied cultural mix of the country.

### Table 7. Households without access to sanitary toilet facilities, Municipality of Sta. Elena, Camarines Norte, 2003

<table>
<thead>
<tr>
<th>Barangay</th>
<th>Total number of Households</th>
<th>Households without Access to Sanitary Toilet Facilities</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Magnitude</td>
</tr>
<tr>
<td>Basiad</td>
<td>494</td>
<td>240</td>
</tr>
<tr>
<td>Bulala</td>
<td>332</td>
<td>142</td>
</tr>
<tr>
<td>Don Tomas</td>
<td>432</td>
<td>221</td>
</tr>
<tr>
<td>Guitol</td>
<td>117</td>
<td>92</td>
</tr>
<tr>
<td>Kabuluan</td>
<td>390</td>
<td>140</td>
</tr>
<tr>
<td>Kagtalaba</td>
<td>226</td>
<td>176</td>
</tr>
<tr>
<td>Maulawin</td>
<td>442</td>
<td>280</td>
</tr>
<tr>
<td>Patag Ibaba</td>
<td>126</td>
<td>116</td>
</tr>
<tr>
<td>Patag Ilaya</td>
<td>106</td>
<td>100</td>
</tr>
<tr>
<td>Plaridel</td>
<td>297</td>
<td>142</td>
</tr>
<tr>
<td>Pulongquitguit</td>
<td>337</td>
<td>181</td>
</tr>
<tr>
<td>Rizal</td>
<td>445</td>
<td>59</td>
</tr>
<tr>
<td>Salvacion</td>
<td>133</td>
<td>113</td>
</tr>
<tr>
<td>San Lorenzo</td>
<td>1,191</td>
<td>561</td>
</tr>
<tr>
<td>San Pedro</td>
<td>295</td>
<td>108</td>
</tr>
<tr>
<td>San Vicente</td>
<td>208</td>
<td>52</td>
</tr>
<tr>
<td>Sta. Elena (Poblacion)</td>
<td>1,559</td>
<td>151</td>
</tr>
<tr>
<td>Tabugon</td>
<td>330</td>
<td>156</td>
</tr>
<tr>
<td>Villa San Isidro</td>
<td>61</td>
<td>44</td>
</tr>
<tr>
<td>STA. ELENA</td>
<td>7,521</td>
<td>3,074</td>
</tr>
</tbody>
</table>

Source: CBMS Survey, 2003

### Income and livelihood

**Income below poverty threshold**

Of the total 7,521 households in the municipality, 5,327 are poor
while 2,194 are non-poor (Table 9 and Map 1). The poverty threshold used was PhP2,006 for rural and PhP15,300 for urban areas. The poverty threshold was computed by inflating the provincial poverty threshold by the average provincial consumer price index in the last 12 months.

Barangay Salvacion was found to have the highest proportion of households with income below the poverty threshold (94.0%) while San Pedro registered the lowest at 55.9 percent. The lack accessibility to barangay roads plays a big role in the capability of households to generate income.

Agriculture is still the major source of income of the residents. As such, short-term agricultural programs have been initiated to provide livelihood projects to farmers and fisherfolks. Aside from loan assistance for farm inputs ranging from fertilizer to seed inputs, skills development trainings are regularly conducted to increase the capability of the workforce. Women are also trained to contribute through skills development to the household income.

**Income below food threshold**

Results of the CBMS survey show that 3,940 out of 7,521 households have incomes below the food threshold (Table 10 and Map 2). The food threshold used was PhP8,278.00 for rural areas and PhP9,776.00 for urban areas for 2003. This means that for every 100 households, 52 households did not have enough income to satisfy their food needs.

Data at the barangay level indicate that Patag Ibaba and Salvacion have the highest proportion of households with income below the food threshold at 84.9 and 82.0 percent, respectively. Meanwhile, Barangays San Pedro and Poblacion got the lowest proportion at 31.2 and 36.9 percent, respectively.

**Food shortage**

Food shortage has been experienced by 274 households (Table 11) in the municipality. Barangay Maulawin had the most number at 83
followed by Barangay Pulongguiit-guit and Barangay Kagtalaba with 49 and 38, respectively.

As generally expected, poverty incidence correlates with food shortage. In order to partially address the situation food programs geared towards agricultural production or backyard vegetable gardening to swine dispersal have continuously promoted and funded at the municipal level.

**Unemployment**
The unemployment rate for the municipality stood at 14.2 percent or a total of 1750 unemployed out of the 12,357 labor force population.
Map 1. Households with income below poverty threshold by Barangays Municipality of Sta. Elena, Camarines Norte

(Table 12) per the data gathered from the CBMS survey. Barangay Poblacion has the most number of unemployed at 322 but Barangays Basiad and Patag Ibaba have the highest proportion of unemployed to their population at 24.7 percent.

Barangays Pulongguit-guit and Kagtalaba, meanwhile, have the lowest unemployment rate in the municipality at 9.3 percent. Programs in employment generation are enhanced by providing skills development training for the labor force and establishing linkages for job generation through the Public Employment Service Office (PESO) of the municipal government.

Peace and order

Victims of crime

Sixty households have members who were victims of crime in the past year with theft constituting the majority of cases reported (59 cases with 84 victims).

The number of police personnel is a major factor in the maintenance of peace and order in a locality. The standard should be
one policeman for every 1000 population. Sta. Elena, at the moment, has 18 policemen serving 38,091 residents. This does not help the peace and order status wherein the standard should be 1 policeman for every 1000 population. The present police manpower of the municipality is at 18 policemen serving 38,091 residents.

Barangay San Lorenzo had the most number of crime victims at 32 for the past year. Only six of the 19 barangays had crime victims.

### Table 10. Households with income below the food threshold, Municipality of Sta. Elena, Camarines Norte, 2003

<table>
<thead>
<tr>
<th>Barangay</th>
<th>Total number of Households</th>
<th>Households with Income Below Food Threshold</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Magnitude</td>
</tr>
<tr>
<td>Basiad</td>
<td>494</td>
<td>376</td>
</tr>
<tr>
<td>Bulala</td>
<td>332</td>
<td>252</td>
</tr>
<tr>
<td>Don Tomas</td>
<td>432</td>
<td>320</td>
</tr>
<tr>
<td>Guitol</td>
<td>117</td>
<td>55</td>
</tr>
<tr>
<td>Kabuluan</td>
<td>390</td>
<td>153</td>
</tr>
<tr>
<td>Kagtalaba</td>
<td>226</td>
<td>170</td>
</tr>
<tr>
<td>Maulawin</td>
<td>442</td>
<td>200</td>
</tr>
<tr>
<td>Patag Iibaba</td>
<td>126</td>
<td>107</td>
</tr>
<tr>
<td>Patag Ilaya</td>
<td>106</td>
<td>81</td>
</tr>
<tr>
<td>Plaridel</td>
<td>297</td>
<td>173</td>
</tr>
<tr>
<td>Pulongquitquit</td>
<td>337</td>
<td>149</td>
</tr>
<tr>
<td>Rizal</td>
<td>445</td>
<td>194</td>
</tr>
<tr>
<td>Salvacion</td>
<td>133</td>
<td>109</td>
</tr>
<tr>
<td>San Lorenzo</td>
<td>1,191</td>
<td>540</td>
</tr>
<tr>
<td>San Pedro</td>
<td>295</td>
<td>92</td>
</tr>
<tr>
<td>San Vicente</td>
<td>208</td>
<td>157</td>
</tr>
<tr>
<td>Sta. Elena (Poblacion)</td>
<td>1,559</td>
<td>576</td>
</tr>
<tr>
<td>Tabugon</td>
<td>330</td>
<td>206</td>
</tr>
<tr>
<td>Villa San Isidro</td>
<td>61</td>
<td>30</td>
</tr>
<tr>
<td><strong>STA. ELENA</strong></td>
<td><strong>7,521</strong></td>
<td><strong>3,940</strong></td>
</tr>
</tbody>
</table>

Source: CBMS Survey, 2003
**CBMS generated data on poverty mapping**

**Poverty mapping as decision tools**

In most cases in LGUs, the chief executives and legislative officials rely on data processed by their technical personnel or departments to aid them in coming up with guides in their decision making. LGUs are also politically subdivided with their own unique resources. Because of this, map-based presentations are more readily grasped or understood by our local officials/politicians especially regarding poverty indicators. It makes them a better decisionmakers when they are not only informed of a situation but they also have a spatial understanding of the situation.

NRDB digitized maps generated with the CBMS database can show not only indicators by barangay but also further by puroks or smaller area subdivisions. And core poverty indicators with the accompanying CBMS database can show household level status. This
level of presentation added a new dimension for us because we were able to analyze the poverty situation by household in relation to its political subdivision. An example is a cluster of households with child death in a survey year caused by water borne disease that might be linked to lack of access to potable water. The data can be validated and helped us maximize or properly allocate our limited resources.

**Changes in fund allocation brought about by CBMS**

A fourth class municipality such as ours has an average annual budget of PhP35 million, of which 20 percent or roughly PhP7 million is mandated to be utilized as development fund. From CY 2001 to CY
Table 12. Magnitude and proportion of unemployed persons, Municipality of Sta. Elena, Camarines Norte, 2003

<table>
<thead>
<tr>
<th>Barangay</th>
<th>Labor force</th>
<th>Unemployed persons</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Magnitude</td>
</tr>
<tr>
<td>Basiad</td>
<td>769</td>
<td>190</td>
</tr>
<tr>
<td>Bulala</td>
<td>579</td>
<td>87</td>
</tr>
<tr>
<td>Don Tomas</td>
<td>752</td>
<td>120</td>
</tr>
<tr>
<td>Guitol</td>
<td>240</td>
<td>41</td>
</tr>
<tr>
<td>Kabuluuan</td>
<td>607</td>
<td>73</td>
</tr>
<tr>
<td>Kagtalaba</td>
<td>323</td>
<td>30</td>
</tr>
<tr>
<td>Maulawin</td>
<td>808</td>
<td>95</td>
</tr>
<tr>
<td>Patag Ibaba</td>
<td>190</td>
<td>47</td>
</tr>
<tr>
<td>Patag Ilaya</td>
<td>183</td>
<td>37</td>
</tr>
<tr>
<td>Plaridel</td>
<td>534</td>
<td>115</td>
</tr>
<tr>
<td>Pulongguigtuit</td>
<td>557</td>
<td>52</td>
</tr>
<tr>
<td>Rizal</td>
<td>773</td>
<td>110</td>
</tr>
<tr>
<td>Salvacion</td>
<td>213</td>
<td>26</td>
</tr>
<tr>
<td>San Lorenzo</td>
<td>1,877</td>
<td>178</td>
</tr>
<tr>
<td>San Pedro</td>
<td>470</td>
<td>80</td>
</tr>
<tr>
<td>San Vicente</td>
<td>350</td>
<td>37</td>
</tr>
<tr>
<td>Sta. Elena (Poblacion)</td>
<td>2,426</td>
<td>322</td>
</tr>
<tr>
<td>Tabugon</td>
<td>576</td>
<td>91</td>
</tr>
<tr>
<td>Villa San Isidro</td>
<td>130</td>
<td>19</td>
</tr>
<tr>
<td>STA. ELENA</td>
<td>12,357</td>
<td>1,750</td>
</tr>
</tbody>
</table>

Source: CBMS Survey, 2003

2003 social sector development investment averaged 32 percent of the development fund. With the implementation of the CBMS program and the establishment of a social sector database, major improvements in social sector budget allocation have been realized. As shown in Table 13, after 2003 when the CBMS was implemented, our social sector development investment increased to Php1.5 million or a 54 percent increase in fund prioritization. The major development transition was the increase in funding for child programs or particularly the Child Friendly Movement under the Fifth Country Program for Children (CPC V) which includes increased funding for nutrition programs for 2004. This was a result of the findings gathered from
the CBMS survey where the need for improvements in the social sector was highlighted.

It just goes to show that with better poverty mapping tools, our municipal officials had a better grasp of what needed to be prioritized, something that would have been difficult to impart in a political culture such as ours. Before, leaders were putting majority of funds in infrastructure projects but with better information, a more balanced development budget was realized.

**Maximizing funds by convergence/focusing**

This year (2005), a decrease of 4 percent in social sector development allocation was programmed. Despite this reduction, though, the clearer detail provided by the CBMS data and tools allowed for a more efficient utilization of funds. Additional field validation also allowed us to maximize sectoral planning through a convergence of manpower and funds.

An example was in the supplemental feeding program wherein PhP120,000.00 was allocated in calendar year (CY) 2004 to improve the nutritional status of 300 grade 1 pupils. A counterpart fund was also provided by the Department of Education in the amount of PhP100,000.00 for de-worming and other health status monitoring components. Said program was supervised by the school nurses for the 10 schools covered by the program.

With the success of the said program, replication was shifted to a different age group that was not previously covered and was discussed in planning sessions utilizing CBMS data. A feeding program for CY 2005 for the severe and moderately severe malnourished 6 to 36 months old children was proposed. After validating the data, though, it was found out that the said age group only had 97 cases of malnutrition and funds needed for the proposal amounted only to PhP40,000.00. In view of this, the proposal was approved with less fund allocation than was originally planned without sacrificing the objectives. This just showed us that with better data information and better poverty mapping tools more interventions with
Table 13. Social sector development investment budget CY 2001-2005, Municipality of Santa Elena, Province of Camarines Norte

<table>
<thead>
<tr>
<th>YEAR</th>
<th>2001</th>
<th>2002</th>
<th>2003 **</th>
<th>2004</th>
<th>2005</th>
</tr>
</thead>
<tbody>
<tr>
<td>ANNUAL INVESTMENT</td>
<td>2,080,000</td>
<td>2,150,000</td>
<td>2,652,594</td>
<td>4,092,000</td>
<td>3,913,000</td>
</tr>
<tr>
<td>Nutrition</td>
<td>40,000</td>
<td>-</td>
<td>25,000</td>
<td>145,000</td>
<td>65,0000</td>
</tr>
<tr>
<td>Child Programs</td>
<td>10,000</td>
<td>-</td>
<td>50,000</td>
<td>105,000</td>
<td>22,000</td>
</tr>
<tr>
<td>Non Children Programs</td>
<td>30,000</td>
<td>-</td>
<td>-</td>
<td>20,000</td>
<td>25,000</td>
</tr>
<tr>
<td>Literacy</td>
<td>-</td>
<td>-</td>
<td>20,000</td>
<td>40,000</td>
<td>20,000</td>
</tr>
<tr>
<td>Safe Water Provision</td>
<td>2,000,000</td>
<td>2,000,000</td>
<td>2,082,000</td>
<td>3,500,000</td>
<td>3,505,000</td>
</tr>
<tr>
<td>Livelihood Dev’t.</td>
<td>-</td>
<td>-</td>
<td>196,000</td>
<td>100,000</td>
<td>100,000</td>
</tr>
<tr>
<td>Capability Building</td>
<td>-</td>
<td>30,000</td>
<td>35,700</td>
<td>20,000</td>
<td>60,000</td>
</tr>
<tr>
<td>a. Database Establishment</td>
<td>-</td>
<td>-</td>
<td>98,894</td>
<td>66,000</td>
<td>30,000</td>
</tr>
<tr>
<td>b. Trainings</td>
<td>-</td>
<td>-</td>
<td>145,000</td>
<td>96,000</td>
<td>86,000</td>
</tr>
<tr>
<td>Administrative/ Advocacy</td>
<td>-</td>
<td>120,000</td>
<td>145,000</td>
<td>96,000</td>
<td></td>
</tr>
</tbody>
</table>

Less funds could be proposed and implemented without sacrificing objectives.

**Maximizing funds by reliable investment**

Another major social sector investment in our municipality is the municipal water system. To provide for the water requirements of
majority of our constituents, we needed to increase our investment by more than 50 percent. But practical business acumen also calls for a need to invest wisely and make a respectable cost recovery. As such, through thorough analysis and examination of our data and resources, we made capital investments funded by loans. We are now on our third loan component and we have dutifully been able to keep up with loan repayments while earning additional revenues with an annual average revenue of Php 1,300,000.00 from the water system.

Utilizing the poverty mapping tool, we were able to better analyze the investment opportunities with the additional benefit of providing safe water to more households and improved health status of service areas. Currently, the Municipal Water System is providing safe water to 1,300 households and with the additional investments in 2004 and 2005, we hope to provide the same service to 700 more households.

With the usefulness of a reliable database, it is necessary to periodically update said database to better analyze the development of poverty indicator changes with the development interventions introduced.

**Social sector programs that benefited through CBMS**

Utilizing poverty mapping tool of the CBMS database, the Technical Working Group of the Municipal Council for the Protection of Children identified areas of concern for children and came up with an Annual Development Plan for Children. Target beneficiaries were processed using CBMS, poverty mapping, case validation that resulted into Social Sector Programs/Interventions. Some of the programs include:

**Fifth Country Program for Children (CPCV)**

Launched in CY 2002 was the advocacy on upholding child rights through the UNICEF’s Fifth Country Program for Children. Data regarding children then were inadequate and much was still needed to identify the status of children not defined in the MBN survey. With poverty mapping, a more detailed analysis of situation of children was prepared.
Malnutrition

Agencies such as the Department of Education, the municipality’s Social Welfare and Development and Health Offices implement separate nutrition programs as follows:

- The Municipal Health Office covers the nutritional needs of unborn children or from age zero to two years old which includes pregnant mothers as well.
- The Municipal Social Welfare and Development Office handled the supervision of Day Care Services and monitored the nutritional levels of three to five year old in-school children.
- The Department of Education (Deped) through their schools caters to in-school children with ages ranging from 6 to 12 years old students.

With the CBMS database and the Fifth Country Program for Children (CPCV), convergence of available funds and focus on the most number of children in need of the nutrition program was addressed.

Noted by the Municipal Council for the Protection of Children is the incidence of malnutrition. And as per CBMS database and supported by other data information from line agencies, programs were budgeted with focus on the severe and moderately severe nutrition cases by age group such as:

a. CY 2004 Supplemental Feeding Program for in-school Grade 1 students (6-7 years old) KAPIT BISIG Program as per records for the school nurse (30 students per school for 10 schools) in the amount of PhP120,000.00. A feature of this program is the counterpart sharing by the municipal government and the Department of Education contributing an additional PhP100,000.00 for vitamin supplements and de-worming tablets administered by school health nurses. Nutrition posts were also established with the provision of weighing scales to the schools.
b. CY 2005 identified 97 cases of severely malnourished and moderately malnourished children 6 to 36 months of age as validated by the MHO with regards to CBMS data that were not covered by existing health programs. Upon deliberation of the council needs, PhP40,000.00 was made available to cover a supplemental feeding program.

**Maternal health**

Noted in the survey were cases of child death (neonatal) due to lack of information or unawareness on maternal health. This in turn led to programs to address the situation through trainings and re-trainings of Birth Attendants (Hilot) and replenishment of their birth attendant kits.

Support programs on adult literacy were also identified through literacy class for mothers and Education for All programs.

**Scholarship program**

Enacted this year is the legislative ordinance implementing an Educational Assistance Program for deserving secondary school graduates from indigent families to be supported by way of scholarship assistance in their tertiary or collegiate education.

The three major criteria or requirements of the program are (1) applicants are residents of the municipality; (2) applicants belong to the top ten graduating students of their schools; and (3) applicants belong to indigent families or those with income below the poverty threshold.

One of the reliable tools for determining residency and income status of the applicant is the CBMS database.

**CBMS database as a planning tool**

Planning units in government are tasked to come up with comprehensive proposals for various priority concerns of the executive department. Majority of the municipalities in the Philippines, in particular 4th class municipalities, do not have enough funds to hire
staff at the planning office. The lack of personnel is partially solved by providing us with both technical knowledge through trainings and information technology equipments for us to come up with respectable and presentable plans.

A recent introduction to LGU’s in the Philippines is the Infrastructure for Rural Accessibility Program (IRAP) introduced in 2001. It was to serve as a guide in prioritizing projects to improve accessibility of rural areas to economic centers of the municipality.

The IRAP utilizes a database software but mapping is done manually on paper. Majority of databases today that pertain to a resource such as land needs a map-based database capability. Map-based software or GIS software, however, is currently not affordable from among those being offered in our country.

It was thus a pleasant experience for us in 2003 to have availed of the CBMS database which featured the free of cost NRDB mapping software because it equipped us with a needed tool in government planning.

**Agriculture-infrastructure sector**

Last February, the municipality was invited to participate in the Infrastructure for Rural Productivity Enhancement Sector (InfRES) Project that will fund projects meant to (a) increase agricultural productivity by improving road accessibility; and (b) improve poverty incidence status with increased economic opportunities.

One requirement to be able to avail of the program is that a municipality should have completed the accessibility profile through the IRAP. A constraint of the program like this, though, is that it is demand driven and has a limited fund that cannot finance all municipalities in the Philippines. For instance, out of the more than 700 towns that need funds for infrastructure projects, only 105 municipalities can be financed by the program at roughly PhP55 million per municipality. It is thus understood that those who could qualify the earliest would have a better chance to avail of the fund.
Qualifying for InfRES has three tiers namely (1) submission of project proposal; (2) those who pass shall then go to Feasibility Study Preparation; and (3) upon final approval is the implementation stage.

Two weeks were given for us to submit a 26-page project proposal to be eligible to join the second tranche of applicants. It was fortunate that we have completed the IRAP in 2001 and we had the CBMS database for poverty mapping. Thus, we were able to submit a respectable Php54 million project proposal within the target timeframe.

We used the IRAP data and the NRDB map-based software to analyze the accessibility of the road network and impact area assessment. The CBMS data were utilized as an evaluation tool for the prioritization of project areas “barangays” (poverty incidence). Improvement of road accessibility of rural barangays was prioritized based on population density and as per what the NRDB map showed where more beneficiaries are located.

A more comprehensive and easier preparation of project proposals/feasibility studies can thus be made possible because of the availability of database with mapping capability.

Some of the project’s highlights are the following:

- Social acceptability via barangay consultation was done with poverty mapping tools.
- INFRES project proposal was done in 2 weeks
- Projects that can be funded by InfRES are: road improvement, potable water system and communal irrigation system
- At present we have been given a notice to proceed with Feasibility Study Preparation

**Agrarian Reform Council Project II (ARCPII)**
A recent opportunity was given to us when we were chosen one of four target areas for the implementation of the Agrarian Reform Council Project II (ARCPII) to be funded by the Asian Development
Bank in the province of Camarines Norte consisting of 12 municipalities. The project was led by the Department of Land Reform (DLR).

The municipal government was asked by the DLR, if in a month’s time, the LGU, assisted by the DLR, could come up with preliminary project identification to be enrolled for program coverage. An ADB evaluation mission was set to visit the province. We agreed to the offer and felt that we could come up to the challenge. Community consultations were done to access felt needs of the participating barangay. Data regarding the municipality inclusive of the LGU’s readiness to enter into the program were also accessed.

The ADB mission conducted separate evaluation/interviews with the beneficiaries/barangay and the municipal government. With the CBMS data and NRDB poverty mapping tool, we presented a poverty map of the target barangays and their puroks, the household core indicators and proposed project location map for assessment.

Recently, we have been informed that 10 short listed project items (5 each for both barangays), have been identified for project feasibility preparation. These consisted of farm to market roads, bridge repair/construction, potable water system, shallow tube wells and warehouse establishment.

**Comparable features**

**Software compatibility**

We have discovered that the NRDB mapping tool for Municipal Land Use Plan Preparation, when used with other GIS softwares, is compatible in utilizing shape files, a standard format for GIS software. Coupled with the CBMS database that can be customized to the data needs of a municipality, the poverty mapping tool is comprehensive enough to be of immense value for LGUs in coming up with development plans for their community. We therefore look forward to more technical assistance from them so that we can also apply it at the barangay level.
Comprehensiveness
What is not found in nationally generated data (census) is highly valuable to municipalities. The national census is conducted every five years and usually categorizes poverty indicators by municipality. In the case of municipal level, there is a vital need for said data by barangay. We monitor these data to evaluate intervention contributions to poverty alleviation. The CBMS generated database of household level poverty indicators gives the municipalities a comprehensive situational assessment of the municipality. And with the NRDB poverty mapping tool we can be at par with other countries in terms of poverty measurement capability. What we lack in manpower can be facilitated by the availability of a reliable database and technical capability. In the near future, the CBMS survey questionnaire will also have to be adjusted to include the agricultural sector and solid waste management.

Sustainability
The CBMS poverty mapping exercise CBMS, generated with the NRDB mapping software is detailed enough when it comes to substance that we could utilize in various needs assessment identification exercises. The cost of conducting poverty mapping in our case was PhP30.00 per household (Table 14). For a three-year term limit of a mayor we are considering a CBMS survey every three years conducted in the middle of their term to be of use for an incoming mayor and still serve as a guide to the incumbent mayor.

Conclusion
To conclude, the following advantages of the CBMS may be summarized:

- Poverty mapping gives a clearer image of the socioeconomic status of our locality which is an essential part in charting our course of action in improving said image.
- The combination of the CBMS-generated database and the NRDB mapping tool has provided us with a vital capability
to better serve our general public and always ensure the concern for poverty alleviation.

- The CBMS-NRDB mapping tool is a planning tool that is comprehensive enough to analyze the poverty situation of our respective locality.

- Poverty mapping simplifies the comprehension of the situation so that everybody can relate to and be understood by stakeholders. More importantly, our chief executives and decisionmakers can make use of them so that development funds can be rationally and effectively implemented by the local government.

- Cost of poverty mapping shows at PhP 30.00 per household per cycle.

- A comprehensive poverty mapping provides a realistic assessment of the needs of a locality to guide government in charting its course of action.

- Poverty mapping should be conducted on a regular basis to keep attuned to the needs of the disadvantaged sector of society. Local governance should also be realistic. Timely information should reach the decisionmakers for them to effectively utilize all the resources of government in serving the public especially those below the poverty line.

<table>
<thead>
<tr>
<th>Activity</th>
<th>Fund Source</th>
<th>Amount (PhP)</th>
<th>Amount (USD)</th>
</tr>
</thead>
<tbody>
<tr>
<td>CBMS Trainings</td>
<td>Dev. Fund</td>
<td>30,000.00</td>
<td>556.00</td>
</tr>
<tr>
<td>Data Gathering</td>
<td>Brgy. Fund</td>
<td>80,000.00</td>
<td>278.00</td>
</tr>
<tr>
<td>Capital Outlay</td>
<td>Dev. Fund</td>
<td>35,000.00</td>
<td>648.00</td>
</tr>
<tr>
<td>Additional Encoder</td>
<td>Gen. Fund</td>
<td>48,000.00</td>
<td>889.00</td>
</tr>
<tr>
<td>Supplies</td>
<td>Dev. Fund</td>
<td>35,000.00</td>
<td>647.00</td>
</tr>
<tr>
<td>Misc. Exp.</td>
<td>Dev. Fund</td>
<td>22,000.00</td>
<td>407.00</td>
</tr>
<tr>
<td>Total Project Cost</td>
<td></td>
<td>250,000.00</td>
<td>4,625.00</td>
</tr>
</tbody>
</table>

Table 14. CBMS project cost estimate
The enormous task of poverty alleviation is of immediate concern in the country. It is in this regard that a concerted effort to acquire knowledge and share it to those who are at the frontline of public service is reason enough for this conference. At some point, we should exponentially multiply the shared awareness so that the poverty trend can be reversed.
Session 11

Subaybay Bata Monitoring System
“Subaybay Bata Monitoring System”: Building on the Existing CBMS

Lina Laigo*

The Council on the Welfare of Children (CWC) is a policymaking body of the government mandated to coordinate and monitor the implementation of programs for children in the Philippines in accordance with the context of child rights (CRC). It is responsible for preparing reports of the government’s implementation of the CRC, including the State of the Filipino Children Report every year. More specifically, it coordinates and monitors programs aimed toward the attainment of the vision of CHILD 21, the road map of the Philippine government in achieving child rights by 2025.

To be able to track the development of Filipino children toward this goal, it was necessary to develop a system that could help address the data gaps on the situation of the Filipino children. To respond to this, the “Subaybay Bata Monitoring System” (SBMS) was set up. The SBMS, in particular, translates the country’s vision for the Filipino children into concrete, measurable indicators within the context of child rights (CRC) and CHILD 21.

Several consultations have been conducted with several sectors and partner agencies for the purpose of coming up with an agreed set of indicators. The set of indicators would also determine the extent

* Executive Director, Council for the Welfare of Children. The paper was presented by Dr. Celia Reyes, PEP Co-Director and CBMS Network Leader.
by which the achieved goals basically become changes on the lives of the children.

Considering that there are many efforts of other key partner agencies in developing their own monitoring system, we had to make sure that what we will develop will already build on existing systems and current monitoring efforts of the government and utilize whatever data generation systems that are already there. Of course, we also envision that the LGUs, particularly the local councils for the protection of children, will be able to sustain the SBMS.

In terms of vital components, the SBMS can provide information both at the macro and micro levels. At the macro or national level, the SBMS is aimed at generating data about the implementation of the children’s rights that would address the requirements of the CRC country report as well as the Annual State of the Filipino Children Report. These data will be aimed essentially for administrative reports of partner agencies. The SBMS primarily responds to the CRC provisions which were translated into indicators. Originally much larger, the number of indicators finally settled to 126.

In order to get these data, the different partner agencies have to confirm, through a Memorandum of Agreement, the generation of specific data that are relevant to their work.

So far, how successful are we on this? Through constant follow ups, we are able to get a 100 percent compliance from the agency partners on data generation.

In terms of the micro monitoring system, this will be barangay-based and is still in the drawing board. We hope, though, to get sufficient data that will be useful for the LGUs specifically at the barangay level as basis for their planning and prioritizing of programs and interventions.

The SBMS at the barangay level is expected to take-off from the CBMS experience with modifications to accommodate more indicators. Data will be at the household level to be more specific issue-based. This will also give us a much clearer picture of the status
of children in the different parts of the country and would be useful for focused targeting requiring specific program interventions.

The system also aims at making LGUs take responsibility for the system not only in terms of data generation/collection but also of analysis as basis for planning and having a clearer picture of the situation of children.

Finally, this micro monitoring system will be developed by the CBMS Team in collaboration with the CWC and other partners. This will be building on the existing CBMS that is already in place in some of the LGUs. This micro monitoring system is being supported by Plan Philippines, UNICEF, and CWC. The latter is being suggested to be the repository of data on children for the whole country.
Session 12

Scaling Up of CBMS Implementation
Scaling Up Poverty Reduction Efforts in the Philippines: A Project Proposal

Rosemarie Edillon*

Last year, the World Bank invited a number of representatives from the Philippines to attend a conference in Shanghai, China titled “Scaling Up Poverty Reduction”. The choice of the venue of the conference was very deliberate because we all know, for instance, about the phenomenal growth of China, especially its achievements with respect to poverty reduction. From about 50 percent poverty incidence in the mid 1970s, the figure is now down to less than 10 percent. A Filipino-Chinese colleague of ours was also telling us last year that sometime in 1985, her father asked her to go to Shanghai to see for herself the failure of communism to deliver on its promises of a very good life. For instance, at that time in Shanghai, people were lining up for food rations. Imagine her surprise when she returned there in 2004 with our group and saw the impressive development of Shanghai after 20 years.

When we came back to Manila, then Department of Social Welfare and Development (DSWD) Secretary Dinky Soliman convened our group to see what we can do next after what we have learned.

* Vice President, Asia Pacific Policy Center, Inc. and member Pashmina Group
**Broad strategies in reducing poverty**

We know that there are 3 basic broad strategies to reduce poverty. First, you really need sustained economic growth. You need to increase the pie. Just imagine if you have the same pie, the only way you can improve the quality of life of one person is to make another person worse off. That is why we need to increase the economic pie.

The second thing is to increase the capacity of the poor to benefit from growth. If there is growth in one sector, the poor have to be able to share in such growth opportunities.

And the third one is to reduce vulnerability to shocks.

So, whose responsibility is the development and pursuit of each of these strategies? In the case of the Philippines, sustained economic growth is largely the responsibility of national government agencies (e.g., NEDA who is in charge of macro policies). With respect to the second strategy, this is largely the domain of the local government units (LGUs) because they are the ones in charge of providing the poor with basic services that will give them the abilities to participate in these growth opportunities. This also requires targeting because in the first place, one needs to know who the poor are and what they need.

For the third strategy, reducing vulnerability to shocks, this is a bit more tricky. This requires intra-LGU, national government and LGU cooperation.

**What is needed?**

Poverty reduction has been the goal of this administration, the previous one and all the administrations before them. To bring about significant poverty reduction in the Philippines, we first need to bring in the resources of the business, private sector and multilateral agencies. Second, we need to assist LGUs on the proper targeting of poverty reduction efforts (whether in terms of correct identification of beneficiaries, anti-poverty instruments or delivery mechanisms) so that we can have an efficient use of our scarce resources. Third, we need to improve governance at all levels of government by mobilizing
civil society to actively participate in monitoring and evaluation of poverty reduction efforts.

In terms of targeting, we need to realize that it is actually an oversimplification of a very evolved process. There are 3 modalities as shown in Figure 1. One is through the choice of a targeted poverty instrument. It must be what the poor needs. Another is through the identification of beneficiaries which will enable you to know who they are, where they are. And with respect to the third modality, organization and delivery, it must be that these things are acceptable to your end clients.

What about promoting good governance? The mechanisms to promote good governance should be established at all levels of constituency and are intended for higher levels of responsibility. The key here is both to empower lower levels of constituency who will be the ones to impose performance standards at the higher levels of responsibility, and to enhance the capability and capacity of those in higher levels in formulating appropriate and timely response. This is crucial because imagine what will happen if you have an empowered constituency but the ones governing them are not able to respond. You might have anarchy.

Figure 1. Three modalities of targeting
One way to promote good governance and empower the people is really through community-based monitoring system (CBMS). There is really power in information. Another good thing about the CBMS is that there is already government support for it. There are also various implementers and so we can highlight good practices.

 Proposal from the Pashmina Group
What is this Pashmina Group? It is actually a multi-stakeholder network involving national government agencies such as the National Anti-Poverty Commission, Department of Social Welfare and Development, National Economic and Development Authority, Department of Interior and Local Government and Council for the Welfare of Children and research institutions such as the Philippine Institute for Development Studies (PIDS) and the Asia Pacific Policy Center. The business community is also represented by the Ayala Foundation.

The name “Pashmina” has been adopted by the group that attended the conference in China because when we were there, our group sneaked out one lunch time in order to buy Pashminas.

Pashmina group’s proposed sites where strategies to reduced poverty will be adopted include 12 provinces, namely: Isabela, Camarines Norte, Palawan, Capiz, Bohol, Eastern Samar, Biliran, Leyte, Sulu, South Cotabato, Saranggani and the National Capital Region. When we chose the sites, we have some idea of the likely support of the local chief executives.

We are proposing for a 10-month implementation period for this project. The first would be a poverty summit. We want it to be nationwide. This will address concerns raised earlier that there has to be recognition of the CBMS implementers. Thus, we want this to be a big conference where CBMS implementers will be recognized and where the best practices on CBMS-based planning will also be there. Instead of simple reporting that “poverty incidence in our province or municipalities is this much,” we will be able to hear reports like “we were able to reduce poverty by this much by using CBMS-based planning.”
In the pilot provinces, we intend to conduct training and preparatory workshops and then the rest of the activities like data collection, data processing, etc.

The following are our expected outputs:

1. LGU officials, including Local Chief Executives, becoming acutely aware of the poverty problem in the Philippines and “best practices” on poverty reduction efforts by LGUs;
2. Local Poverty Reduction Action Team (LPRAT) members, civil society organizations (CSOs), peoples organizations (POs), and other groups trained on the Core Local Poverty Indicator Monitoring System (CLPIMS) concept and process, including the use of GIS and Spatial Database (CBMS-NRDB);
3. Local Poverty Reduction Action Plans formulated in all the target LGUs;
4. Memorandum of Understanding (MOU) with business groups and civil society signed, indicating their commitment to encourage CLPIMS effort of the LGUs;
5. Plans of Action by the business groups and civil society on how to encourage the CLPIMS effort of the LGUs (e.g., awarding best practices with respect to poverty monitoring and/or poverty reduction);
6. Software for database management (for a national repository) of the different poverty indicators; and
7. Database containing provincial, municipal/city, barangay and households-level socioeconomic information that will facilitate targeting.

**Status of work**

At present, we are trying to mobilize funding. We have actually presented this to the World Bank twice. During our last presentation, we have had some encouraging developments because we now plan to present this to the Philippines Development Forum (PDF).
I have also personally presented this before business groups because we wanted them to be involved too. We have also used varied platforms to promote good governance and empowerment as a strategy to reduce poverty. Of course, you have heard of Mr. Oscar Francisco’s Institute of Democratic Participation and Governance (IDPG). He is very instrumental in the CBMS implementation in Eastern Visayas.

What we also plan to do is to set up various local Pashmina groups. You would note that the Pashmina is a coming together of government, non-government and the academe. If we could tap all these resources, knowledge base, and the talents who can do 24-7 helpdesk, then that would be a very good thing.

Rest assured that we are really in this together in trying to scale up our efforts to fight poverty.
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