productivity is low. Consequently, income from agricultural activity is also low.

3.4.2 Contributions to the Income of Households
In the commune, 46.3 percent of the people (24.5% female and 21.8% male) generate income for the households.

This superior female percentage is observed especially in the rural area, where the average percentages are 54.2 percent for women and 45.8 percent for men. In Yako town, the average contribution of men (51.4%) is higher than that of women (48.6%). In Ragounda, the contribution of women is highest (42.5%).

In 16 villages and 2 sectors, more than 50 percent of individuals generate income for households. Only 2 localities have a percentage higher than 70 percent. These are Ragounda (76.2%) and Sector 7 (78.3%).

On the granting of credit, 3.3 percent of households in the commune benefitted from it. In 13 villages and 1 sector, no household was given any credit since the beginning of the crop year. Doure has the highest percentage (44.5%) of households given credit. It may be recalled that this locality is where 32.8 percent of households use animal traction as a means of production.

In the town of Yako, only Sector 4 exceeds the ratio of 5 percent of households whose members were given credit. Obviously, very few households are granted credit. This constitutes a hindrance to the modernization of the means of production in the commune.

3.5 Food Security

3.5.1 Quantitative Aspects of the Food Situation
In the commune, 84.7 percent of households have cereal stock. In 5 villages, all the households (100%) have cereal stock. These villages are Gonsin, Goungha, Napan, Taonsgo, and Soa. Tanguin has the lowest percentage (7.2%) of households with cereal stock. This situation of having cereal stock is most significant in the villages. For non-agricultural town households, the important thing is to have sufficient purchasing power to buy cereals when needed. The survey reveals that 91.4 percent of households in the villages have cereal stock, but only 57.1 percent of them will be able to reach the next harvest with
no worries. Tanguin, Gobila, and Zizon are most exposed to hunger because less than 1 household out of 2 has cereal stock. Moreover, none of the households’ stocks will reach the next harvest. Among the 5 villages with 100 percent of households having cereal stock, Napan has a more secure cereal situation because it has the highest percentage of households (84.9%) that will have a sufficient supply of cereal until the next harvest.

In the entire commune, 15.3 percent of households have no food security because they do not have any stock. This proportion is aggravated by the fact that 50.1 percent of households that have cereal stock will experience hunger at a given time during the year. This relative food insecurity is reflected in the number of meals taken daily by the households.

At the community level, the survey shows that on daily average, the men eat 2.1 meals, the women 2.2 meals, and the children 3.4 meals. In all the areas, the men eat lesser meals than the women and children. The children’s average number of meals is always higher in all the villages and sectors, indicating that priority is given to the children. The average number of meals taken is lesser in the town than in the villages in all categories. In fact, in the villages, the men eat on average 2.2 meals per day while the women, 2.3 meals. In the town, the men take 2 meals while the women, 2.2 meals per day. For the children, the average is 3.6 meals in the rural area and 3.4 in the urban area.

Looking at the average number of daily meals taken by the men and women, it appears that Baskaré has the lowest figures: 1.7 meals for the men and 2 meals for the women. In the town, Sector 1 has worrisome situation of the children, men, and women. On daily average, the children eat only 2 meals, the men 1.4, and the women 2.

In 2 sectors of Yako and in 9 out of the 39 villages of the commune (that is, one locality out of every 4), men eat less than 2 meals per day. The 2 sectors and 9 villages are: Sector 1 (1.4), Sector 6 (1.8), Baskaré (1.7), Kolbila (1.7), Kéo (1.7), Koala (1.8), Gandado (1.9), Gobila (1.9), Golo (1.9), Rallo (1.9), and Roumenga (1.9). Bouria has the highest average number of daily meals for men in the village (3), while Sector 5 has the highest number in the town (2.2).
For women, in no village and sector is the average meal taken daily lower than 2. Taonsgo and Bouria have the highest average number of daily meals (3) of women among the villages. Sector 3 has the highest number (2.4) among the town’s sectors (2.4).

For children, they take at least 4 meals per day in 7 localities, all in the countryside. These are Bouria (4), Ragounda (4), Boulma (4.1), Napan (4.1), Ouaillé (4.3), Sabo (4.3) and Pelegtena (4.6). In the town, Sector 5 has the highest figure—children take 3.3 meals per day. The lowest figures are recorded by Koaltanghi (2.6) in the rural area and Sector 1 (2) in the urban area. In the commune of Yako, one can conclude that children in the rural area take more meals than their counterparts in the urban area.

Quantitatively, it can be said that the inhabitants of the Yako commune suffer from food insecurity and, thus, do not eat enough. The situation of children in Yako town is rather alarming. In no sector does any household record an average of 4 meals per day per child.

### 3.5.2 Qualitative Aspects of the Food Situation

On weekly average, the households of the Yako commune consume tô (millet or corn paste) 11.9 times, rice 1.2 times, and other meals 2.4 times. These meals are accompanied by meat 1.1 times, and fish 1.6 times. The urban households consume less tô (11.1 times) than the rural households (13.1 times) and more rice (1.6 times) than the rural households (0.7 times). They also consume more meat and fish.

On rice consumption, the survey shows that the households of Napan and Soa do not consume any rice during the week. It is only in 9 villages where rice is eaten at least once a week. These villages are Ouedkiougo (1), Rallo (1.1), Tanguin (1.2), Bouria (1.3), Nagsene (1.3), Sabo (1.4), Lilbouré (1.5), Doure (1.9), and Ragounda (2.1). In Yako town, the households from all the 7 sectors eat rice at least once a week. Sector 3 has the highest average—3.8 times per week.

Regarding other meals, 3 villages (Koalanguin, Golo, and Soa) have households that eat less than 1 meal per day other than the tô or rice. Pelegtena has the highest figure (5.5 meals per day) among the villages and Sector 3 (4 meals per day) among the sectors in Yako town.
The commune’s households eat very little meat (1.1 times per week) and fish (1.6 times per week) as accompaniments to their main dish.

As regards meat consumption, only the households in 13 villages consume meat at least once per week. It is Rallo alone that has an average of 2 times meat consumption per week. In all the sectors of Yako town, the households consume meat at least once a week. Sector 3 has the highest figure (4.2 times per week).

On fish consumption, households in only 14 villages eat fish at least once a week. Kéo holds the highest figure (6.8 times per week). The households of Napan do not consume any meat or fish. In Yako town, Sector 4 has the lowest consumption (0.6 times per week) while Sector 2 has the highest (7.3 times per week).

In conclusion, food consumption of households in the commune is dominated by the tô, with low consumption of animal protein. The households in Yako town eat more balanced meals than those in the villages. This has significant consequences on the growth and development of children.

3.6 Social Involvement
The survey reveals that the population of the commune of Yako is very little involved in associations. Only 16 percent is involved and 84 percent does not belong to any organization. Twenty-two localities, all rural villages, have percentages above the average, with Ragounda (70.4%) on top of the list. Sector 2 (2.1%) in the town and Koala (2.7%) in the rural area have the lowest number of people involved in associations.

The rural population is more involved in associations than the town population. Of the 16.6 percent of the population in the rural area involved in associations, 17.5 percent are women and 15.7 percent are men. In the urban area, the percentage of the population involved in associations is 15.4 percent, of which 16.9 percent are women and 15.4 percent are men. It thus appears that in both the urban and the rural areas, women are more involved in associations than men. In 30 out of 39 villages and in 6 out of 7 sectors, the percentage of female association members is higher than that of males.

All the town sectors have percentages below the community
average. In the urban area, Sector 7 (15.2%) has the highest percentage of people involved in associations, followed by 2 sectors whose percentages reach 10 percent—Sector 1 (12.6%) and Sector 6 (10.7%).

In conclusion, it can be said that the participation of the Yako population in associations is rather low and that more women than men participate. This low level of participation can be a handicap to the commune’s development insofar as the external support for development generally passes through local development associations. The population of the rural area seems to understand this as indicated by the rather high percentage of its population’s participation in associations.

4. GENERAL CONCLUSION
The general survey was carried out in the commune of Yako, comprising 39 villages in the rural area and 7 sectors in the urban district of Yako, and involving a population of 73,024 people or 9,671 households. The following observations emerge from the demographic data:

- The population is young. Of the commune’s population 46.9 percent comprises people less than 15 years old. This characteristic has multisector repercussion for communities and households in terms of serious need for social investment, particularly in health and education.
- The proportion of dependency is high (55.9%). This can be a handicap to the growth of individual income.
- The average size of the households is 7.6 people. This can be a handicap to the growth of individual income in the household.
- There is a migration phenomenon in the commune during the dry season. The proportion is 4.5% of the total population.

The health and hygiene situation is rather alarming. Close to a fifth of the population fell ill during the month that preceded the survey. The morbidity rate is higher in the urban area than in the rural area. The infant-child death rate is rather high: 47.6 percent during the year preceding the survey. Existing modern medical facilities are not consulted enough: the CSPS is consulted by 70 percent of the commune’s population. Preventive medical visits are not up-to-date:
85.7 percent of the population does not make any preventive medical visit.

The population’s hygiene leaves much to be desired; 79.5 percent of the commune’s households relieve themselves in nature. This means that the population is highly exposed to water-borne diseases since the wastes and feces tend to be carried by water to drinking water sources. On the level of individual personal hygiene, it is observed that more than 90 percent of the commune’s population uses soap.

On education, the great majority of the Yako commune’s population (74.2%) has never attended an educational facility and has not reached any level of schooling. There is a rather marked bias against the schooling of women, and there is a marked difference between the rural area and the urban area in terms of schooling and literacy. The general literacy rate is low (26.0%).

On the living condition of households, the commune’s population lives under precariously: 70 percent of the main houses have a roof made of sheet metal and only 39.4 percent have cemented floors. As regards lighting, the majority of households use kerosene lamp and torch. The sleeping material most often used in the households is the mat. The bed with a mattress is only used by a few households in the town.

Provision of potable water in the commune constitutes a major issue; 32.7 percent of households are deprived of it and drink water from traditional wells.

The purchasing power of households is low based on consideration of their assets and purchase of fabrics for clothing. Moreover, the households’ livestock are not turned into money; those who have some livestock are not inclined to sell them, except in the event of “dire need.”

Agriculture, the commune’s principal activity, is backward. The hoe is the principal tool used in pastoral work, and chemical fertilizers are not significantly used by households. Consequently, the productivity level is low, which in turn results in low income.

On food, the inhabitants of the Yako commune do not have food security; 15.3 percent of households do not have any food stock, and the 50.1 percent of households that have stock will experience hunger sometime during the year. The relative food insecurity is reflected in
the number and quality of meals taken daily by the households.

On social involvement, the population of the Yako commune is not very much involved in social organizations. Only 16% of them are members of organizations. This low level of social involvement can be a handicap to the commune’s development since internal or external support for economic activities generally passes through local development organizations.

**CONTRIBUTION OF CBMS TO THE EVOLUTION OF SOCIOECONOMIC INDICATORS IN THE COMMUNE OF YAKO**

Following the pilot surveys, two general surveys were carried out in Yako commune in 2003 and 2007, and one general survey in Diébougou commune in 2007.

In both Yako and Diébougou, the surveys generated information that satisfactorily describes the various facets of poverty in the villages of the two communes.

The objective of the community-based monitoring system (CBMS), it should be pointed out, is to enable the local communities to determine the various facets of their poverty based on data collected through CBMS, to ensure a regular and effective monitoring of the poverty situation, and most especially to lead the local communities to adopt the tools for data gathering.

Pursuant to this principle, the second general survey in Yako, whose results are presented here, was primarily carried out by the base population itself with simple training from the controllers and without the participation of the CBMS team. It was done from February to April 2007 and covered all the households of the 39 villages and the 7 sectors of the commune of Yako.

The tools used for data gathering were the same as those used in the preceding phases. These tools included the household questionnaire and the interview guide.

The stage reached by CBMS has allowed for a very useful comparison of the results of the 2003 general survey with that of the 2007 general survey. The comparison of data revealed an evolution of certain socioeconomic indicators that were introduced by CBMS into
the commune.

As can be noted, some CBMS indicators have evolved positively during the period of the two surveys (2003–2007). In particular, these are the indicators on health, hygiene, education, material living conditions, food security, and nutrition.

A more thorough assessment of results has been carried out by the assessment team, taking into account all the households that encoded THE data of the two surveys.

**Indicators**

**Health**
- The percentage of the population that did not consult any medical facility fell from 53.1 percent to 4 percent.
- Consultation to the CSPS increased from 20.5 percent to 70.4 percent.
- Consultation with traditional healers decreased from 13.5 percent to 12.4 percent.
- Consultation with traditional matrons increased from 0.2 percent to 0.9 percent.

**Hygiene**

Indicators on hygiene in the commune of Yako show that it clearly improved between the periods of the two surveys. This means that the population became more aware of the importance of hygiene in their living environment. Thus, the proportion of households that used nature for relief decreased from 81.2 percent in 2003 to 79.5 percent in 2007. Similarly, the number of households that use septic tanks (WC) increased from 0.7 percent to 5.5 percent. This means that the commitments made during the release of the 2003 survey results were honored.

As regards personal hygiene, the populations’ use of soap increased from 77.8 percent in 2003 to 92.5 percent in 2007.

**Education**

On the level of education, the following observations were noted for the entire commune:
The percentage of people that have no level of schooling fell from 84.2 percent in 2003 to 74.2 percent in 2007.

The percentage of the population that reached the primary level of schooling increased from 13.5 percent in 2003 to 20.6 percent in 2007.

In 2007, 4.1 percent of the population reached the level of secondary 1 education against 2.5 percent in 2003.

The level of secondary 2 education was reached by 1 percent of the population compared to only 0.4 percent in 2003.

**Material Living Conditions**

Notable changes have been observed on the level of material living conditions, testifying to the impact of CBMS on the life of the population in the commune of Yako.

As regards dwelling, 70.4 percent of household heads used metal sheets to cover their main houses in 2007 compared to only 54.4 percent in 2003. The 2007 data also reveal that 39.4 percent of household heads cemented the floor of their main houses in 2007 compared with only 29.1 percent in 2003.

The households’ mode of lighting has improved; 53.6 percent of households used kerosene lamp in 2007 against 50.7 percent in 2003. Consequently, the percentage of households that used wood as a source of light decreased from 9.1 percent in 2003 to 4.3 percent in 2007.

As regards drinking water, the conditions improved as indicated by the following data on access to sources of drinking water by villages that have no running water:

- Bore-holes: accessed by 26.4 percent of households in 2007 compared with 22.4 percent in 2003
- Concrete-cased well: accessed by 27.6 percent of households in 2007 compared with 25.8 percent in 2003
- Traditional well: its use decreased from 39.5 percent of households in 2003 to 32.7 percent in 2007.

In terms of goods, 73.1 percent of households owned a radio in 2007 compared to 62.3 percent in 2003. This increase in ownership of
radio indicates a greater opportunity for access to information by the population.

Food Security
The number of households that did not have any food stock decreased from 22.5 percent in 2003 to 15.3 percent in 2007.

Nutrition
Though still insufficient, the number of meals consumed by households per day somewhat improved. In 2003 the men consumed an average of 2 meals per day, the women 2.2 meals per day, and the children 2.9 meals per day.

In 2007, the men consumed 2.1 meals per day and the children 3.4 meals per day. The situation remained unchanged for the women, who consumed 2.2 meals per day.

Consumption of tô, the basic food dish of the poor, decreased from 11.9 times per week in 2003 to 6.1 times per week in 2007. This means that the households have more means to buy and consume other foods that are richer in nutrients. This is confirmed by the increase in consumption of animal protein from 0.9 times per week to 1.1 times per week.

CONCLUSION
In conclusion, it can be said that the release of the 2003 general survey results to the villages enabled the population to experience firsthand the realities of their respective localities and compare them with the data of the other villages. The poverty gaps that they have observed served as a trigger or catalyst for positive changes, which were noted in the 2007 surveys. Moreover, the coordination process which accompanied the installation and development of CBMS contributed largely to the improvement of indicators of poverty and the living conditions of the population.
Child Poverty and Its Determinants: Case Study from Lao PDR CBMS Villages

Vilon Viphongxay

INTRODUCTION
Many initiatives from government have recently been integrated into the poverty monitoring process, thus coming up with poverty data since 1990. Poverty level decreased from 48% in 1990 to 36% in 2002 (Richter, Weide, and Souksavath 2006). Still, Lao People’s Democratic Republic (Lao PDR) has the highest level of poverty compared to surrounding countries. Child poverty is a new issue and there is no existing study on the subject in Lao PDR. However, child poverty is an important issue and needs to be addressed by policymakers and leaders of the country. Child poverty affects the physical and mental condition, the chance of survival, and the development of children, and it could harm the country’s future (Gordon et al. 2003). In terms of development, child poverty is an obstacle to educational attainment because children in poor families do not have regular support, even from their parents, for school needs. As noted in the review of literature, children with low schooling grow up to be poor, and their future children also grow up to be poor. Poverty is a big issue in Lao PDR, but information and comprehensive studies on child poverty are not yet available. Thus, government needs to do specific research on child poverty, which the planning agency could use as reference to come up with an effective plan to eradicate the problem.

This study aims to narrow the gap in child poverty information in the country, find out the factors and causes leading to child poverty,
and provide government with evidence and recommendation to reduce child poverty. The study used data gathered from the CBMS implemented over 24 villages in 2006. Instead of income measurement approach, this study used consumption expenditure to measure poverty, and poverty line was updated using data from the latest consumption and expenditure survey (LECS IV) to identify poor household.

**Poverty at the National Level**
The World Bank has developed a type of indicator to estimate absolute poverty, where estimate is done in terms of income such as $1 and $2 per day per person. The poverty estimate done in Lao PDR considered consumption expenditure (Richter, Weide, and Souksavath 2006). Since 1992, the poverty head count for Lao PDR has gradually declined. Nearly 50 percent of the population is estimated to be living below the national poverty line in 1990; however, the government has set a goal to halve the rate by 2015. The gap between urban and rural poverty is quite high in 1992 compared to later years, which may mean poverty eradication in the country is progressive.

**Figure 1. Poverty Head Count**
Theory and Literature
Less access to places where food and services are available is one aspect that causes people to become poor (Datt et al. 2007). People acquire food and services to fulfill their needs and increase their well-being. Likewise, regular transportation and communication provide linkage to the urban area where food and services are available, and it is reasonable to say that without access to road, people may have less welfare and become poor.

Household burden due to the large number of family members is another condition that has strong positive relationship with poverty (Fofack 2002). Economically, non-active household members such as elder people, children, persons with disabilities, and others are seen to delay the growth and welfare of a household. The more the household members, the lesser the welfare they will have to share. On the other hand, owning assets is negatively associated with poverty. Having strong or secured housing could enable people to overcome the circumstances of poverty (Milcher 2006). People with houses built with strong materials would not have to worry about the place they have to live in. They would have less risk of falling ill, which means they could save the money that would have been spent on health care and spend them instead on better food and services.

Higher education attainment of household head is negatively associated with poverty, as found in the case study of Roma done by Milcher (2006). The study considered the determinants of household expenditure where regression is applied. The study also found that a university education of a household head has stronger positive effect on household expenditure compared to a household with lower-educated household head. However, education variables are not included in this study due to limitation of the Lao PDR CBMS project.

DATA AND METHODOLOGY
This analysis is based on data from a survey conducted by the Department of Statistics in 2006. The study covered 24 villages from two provinces, namely, Savanakhet and Saravan. Information was collected from 1,591 households, and a census approach was applied in data collection. The poverty line used in this study was obtained from the national poverty line that Richter, Weide, and Souksavath used to measure the national poverty level. However, it was updated
using prices from the latest consumption and expenditure survey (LECS IV). Therefore, the child poverty rate has been defined as a percentage of children whose per capita consumption is less than 156,000 kip per person per month. The adult and child equivalent was done similarly for Giang and others in May 2008.

The dependent variable is the number of poor children aged 0–14 years. The number of poor is obtained using dummy variable technique, where 0 is not poor and 1 is poor. Multiply dummy variable of poor to number of children aged 0–14 in each household, and one comes up with the number of poor children variable, where number zero means not poor. However, the number of non-poor children cannot be known from this variable. According to existing literature, rural residence, no access to road, no access to market, non-secured housing, family size, number of children, and upland cultivation engagement are factors that lead the population to vulnerable situation and, therefore, are selected as independent variables.

In order to examine the partial effects of independent variables to the dependent variable, covariate analysis is used and includes control variables such as additional industrial activities, source of income, and mass media access. The use of this analysis is to test if the coefficients of independent variables are significantly correlating to the dependent variable while serving as control to other determinants. The model used in examining child poverty in this study is linear regression model since the dependent variable is number of poor children and its measurement is at interval and ratio scale. Categorical independent variables are converted into dummy variable before putting into the model.

FINDINGS

Poor Households in CBMS Project
Of the 24 villages covered by the CBMS project, 57.9 percent of households live below the national poverty line. The poverty level in these villages in 2005 was 40 percent; however, the measurement between this study and the previous study is different since this study used consumption expenditure as basis of measurement. Four peaks of poverty rate (see Figure 2) relate to lack of access to urbanization, road, secured housing, and lack of proper cultivation area.
Child Poverty in CBMS Project
Almost three-quarters of children in the study villages live below the national poverty line. This means that 3,124 out of 4,651 children aged 0–14 years are poor. Of this, 1,481 children are female. Figure 3 presents the child poverty rate where 67.2 percent is classified as poor and 32.8 percent is non-poor, while nearly 50 percent of poor children are female.

Child poverty by characteristics is an important approach in viewing the picture of child poverty. By place of residence, high child poverty rate (62.3%) is found in the rural areas. The situation is similar in terms of market access. Non-access results in higher rate of poverty than those with market access. However, a conflict is found among road, secured housing, and upland access, because those areas without access to market have a lower rate of poverty. To come up with a conclusion, a multivariate analysis is needed; therefore, the linear
Table 1. Total Number of Children, Poor Children, and Poor Female
Children

<table>
<thead>
<tr>
<th>Variable</th>
<th>Children aged 0–14 years</th>
<th>Poor children aged 0–14 years</th>
<th>Poor female children aged 0–14 years</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residence</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Urban</td>
<td>728</td>
<td>225</td>
<td>107</td>
</tr>
<tr>
<td>Rural</td>
<td>3,923</td>
<td>2,899</td>
<td>1,374</td>
</tr>
<tr>
<td>Market</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>No access</td>
<td>755</td>
<td>466</td>
<td>224</td>
</tr>
<tr>
<td>With access</td>
<td>3,896</td>
<td>2,658</td>
<td>1,257</td>
</tr>
<tr>
<td>Road</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>With access</td>
<td>3,108</td>
<td>1,744</td>
<td>813</td>
</tr>
<tr>
<td>No access</td>
<td>1,543</td>
<td>1,380</td>
<td>668</td>
</tr>
<tr>
<td>Secured housing</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>With access</td>
<td>3,427</td>
<td>2,134</td>
<td>1,006</td>
</tr>
<tr>
<td>No access</td>
<td>1,224</td>
<td>990</td>
<td>475</td>
</tr>
<tr>
<td>Upland rice farming</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Not engaged</td>
<td>3,815</td>
<td>2,459</td>
<td>1,171</td>
</tr>
<tr>
<td>Engaged</td>
<td>836</td>
<td>665</td>
<td>310</td>
</tr>
<tr>
<td>Total</td>
<td>4,651</td>
<td>3,124</td>
<td>1,481</td>
</tr>
</tbody>
</table>

Figure 3. Child Poverty

![Child Poverty Chart]
regression model is applied.

Table 2 presents the coefficients between independent variables and child poverty. All selected independent variables have positive relationship to child poverty after being estimated under control variables such as additional industrial activities, income source, and mass media access. Rural residency and no access to road share the same coefficients, which is 0.796 and significant at 0.001. The effect from family size is 0.09; number of children also has high effect at 0.79, which means that as the number of children increases by one person, the child poverty rate will increase by 0.79 percent. The slash-and-burn cultivation for upland rice farming has a coefficient of 0.54 and the no access to secured housing has a coefficient of 0.48. It is noticeable that the covariate variables have no effect on child poverty.

SUMMARY, DISCUSSION AND CONCLUSION
This paper aims to narrow the gap in lack of information on child poverty and to determine the causes of poverty among children in CBMS villages. Of the 4,651 children from 24 villages covered by CBMS, 3,124 children who are 0–14 years old, or 67.2 percent of all
Table 2. Correlation Coefficient between Some Socioeconomic and Demographic Characteristics of Child Poverty

<table>
<thead>
<tr>
<th>Independent variables</th>
<th>Dependent variable</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rural</td>
<td>0.796***</td>
</tr>
<tr>
<td>No access to road</td>
<td>0.796***</td>
</tr>
<tr>
<td>No access to market</td>
<td>0.346***</td>
</tr>
<tr>
<td>Family size</td>
<td>0.090***</td>
</tr>
<tr>
<td>Total number of children aged 0–14 years</td>
<td>0.709***</td>
</tr>
<tr>
<td>No access to permanent housing</td>
<td>0.483***</td>
</tr>
<tr>
<td>Engaged in upland rice farming</td>
<td>0.541***</td>
</tr>
<tr>
<td>Presence of additional industrial activities</td>
<td>0.054</td>
</tr>
<tr>
<td>Agriculture as main source of income</td>
<td>-0.007</td>
</tr>
<tr>
<td>Private works as main source of income</td>
<td>0.126</td>
</tr>
<tr>
<td>Government works as main source of income</td>
<td>-0.161</td>
</tr>
<tr>
<td>Mass media access</td>
<td>-0.169</td>
</tr>
</tbody>
</table>

*** P < 0.001

children in these areas, are living below the national poverty line.

Multivariate analysis indicates that the rural characteristic of the area is one of the key determinants that cause children to be vulnerable to poverty. Children residing in the rural areas have low chances of development in terms of good education and good nutrition status. This situation is consistent with the one mentioned in literature done by Datt, Simers, and others in 2007.

Since the market is a place where people can exchange products and increase their chance of generating income for households, it plays a key role in reducing poverty in general. It is observed in this study that lack of market access increases child poverty rate by 0.3 percent. Similarly, if market access is increased by 10 times, poverty rate will also increase by 3 percent. Family size and number of children share
the same context; however, from the analysis, the number of children has the strongest effect on child poverty compared to family size. In a household with many children, the children seem to be more vulnerable to poverty in terms of lower food intake and lower chance for development (Milcher 2006). The interpretation is that, if the number of children increases by one person, the child poverty rate will increase by 0.7 percent. This circumstance is found to be also the same in a national study where family size is one of the factors that lead people to poverty.

Secured housing is a determinant of poverty. For this study it is included as an independent variable. It is found that no access to secured housing has a positive relationship with child poverty (Milcher 2006). Access to secured housing allows people to save money and have a better chance to earn income, and gives children better shelter, which increases their chance for health care. Without access to secured housing, child poverty rate increases by 0.5 percent. Finally, engagement in upland cultivation is also a factor that can lead to child poverty; it shows a poverty coefficient of 0.5 percent.

Policy Implication
The policy implication of this study is for the Government of Lao PDR to undertake the following:
1. Develop access to urbanization and the market to increase the people’s chances of employment and exchanging their products.
2. Promote family planning, which is important in reducing family size and consequently, in reducing poverty.
3. Allocate proper agriculture areas, improve the irrigation system, and make people gradually turn to cultivation in lowland areas to reduce or eliminate slash-and-burn type of cultivation.
References


Testimonies on the Advantages and Benefits of CBMS in the Commune of Yako

Remy Zaba

Burkina Faso
My country, Burkina Faso, is located in West Africa. A south Saharan country, Burkina Faso spans an area of 274,000 square km with approximately thirteen million inhabitants. It is classified among the poorest countries of the world. Its capital is Ouagadougou. In order to have better administrative and political management on the one hand and to accelerate base development in the entire territory on the other hand, Burkina Faso is subdivided into thirteen regions, forty-five provinces, and 352 communes. The official language is French.

Yako Commune
The commune of Yako, which has an area of 1,172 square km, is located in the province of Passore in the northern region of Burkina. Its center is the city of Yako, which is 109 kilometers from our country’s capital. The commune of Yako is made up of forty villages and seven sectors forming the city of Yako.

In terms of population, the commune is home to 79,408 inhabitants, of which 37,872 are men and 41,536 are women grouped together in 13,641 households.

Apart from civil servants of the central administration, community workers, and employees of the private sector, the other socioprofessional groups are farmers, cattle raisers, artisans, potters, and other specific groups.

* Mayor of the Commune of Yako, Burkina Faso
**Health**

The commune of Yako has one medical center with a surgical branch (CMA) as well as seventeen primary health centers (CSP) and maternity clinics for the whole communal territory. There is also one pharmacy dispensary and fifteen pharmaceutical outlets.

**Education**

A total of 13,995 students benefit from elementary schooling while around 4,700 students attend secondary-education establishments (either high school or technical schools), of which there are five in the entire commune.

The management of the commune of Yako is handled by the municipal council over which I preside and which is composed of ninety-four municipal counselors (two counselors per village and two counselors per sector).

The 2008 budget exercise of the commune of Yako passed receipts and expenses amounting to 91,840,326 CFA francs, which is equivalent to US$203,186.56.

In 2008, the commune received a total investment of 34,863,310 CFA francs, which is equivalent to US$77,131.22.

It is probably not a particular honor for me to travel thousands of kilometers by flying over continents and oceans to come in front of this majestic assembly which you constitute with the single objective of declaring that I come from a country classified as one of the poorest in the whole world.

It is even less of an honorary distinction for the elected official that I am to shout loud and strong in front of as many distinguished personalities that I am the mayor of a poor commune in a poor country.

On the other hand, to testify in front of representatives from several countries of our dear planet, to acknowledge that I benefited from a reliable tool for development and for the fight against the poverty of my fellow citizens, and finally to be able to say “thank you” in behalf of the beneficiary populations to whom this instrument for local planning was graciously and generously offered without expectation of getting anything in return, constitute for me a duty and an obligation which I must fulfill by accepting your invitation.
Execution of the CBMS Project in the Commune of Yako

The commune of Yako was lucky enough to benefit from an action research project, which is the Community-Based Poverty Monitoring System. In my country, this project was supported by the Research Center for International Development (CRDI) and implemented together with the Canadian Centre for International Studies and Cooperation (CECI) and the Center for Studies, Documentation, and Economic and Social Research (CEDRES) of the University of Ouagadougou (Burkina Faso).

The Course of the Project

The project was principally carried out in the communes of Yako and Diebougou in three phases:

   This phase involved polling 110 households through a random survey in three rural and urban zones of Yako et Ouagadougou. This survey was not exhaustive.

Data gathering was exhaustive in the last two phases, with all households surveyed.

CBMS – A Participative Approach

A participative approach was used in carrying out CBMS in the commune of Yako. In fact, the team of researchers in charge of the project informed and made the local authorities and populations aware of the objectives of data gathering.

Reliable Information Gathered

The pollsters in each village were chosen from among the village residents by their fellow citizens. This gave them the advantage of familiarity with the terrain, which helped make the collected information more reliable.
Choice of Indicators
The choice indicators were based on reliability, periodicity, and variability. Based on this, the researchers retained a certain number of indicators to develop a questionnaire for information gathering. Some chosen indicators can be found in the Strategic Framework of the Fight Against Poverty (CSLP).

Making Populations Responsible Through Community Coordination
The concerned populations in the commune of Yako benefited from community animation during the entire CBMS process.

Community organization was used to help the populations be responsible in using the results of the survey to determine the development priority in each village and to contribute in the search for financing for the priority projects in each village or sector.

Analysis of Results
The survey results were analyzed based on the facets of poverty, which are health and hygiene, education, food security, material living conditions of households, and social implications.

These results were reproduced in each village and sector of the commune of Yako. A copy of the results was also retained in the forty villages and the seven sectors of the commune by the persons in charge of the office of the Monitoring Committee of Poverty Indicators (COSIP) created specifically for this purpose at the local level.

How These Results are Used or will be Used in the Commune of Yako
To answer this question, I would like to give you my understanding of the concepts of local development and local planning.

Our understanding of local development is when the population of a given area (commune or region) meets with all the actors to diagnose the problems of their community and to look for solutions that are acceptable to all.

In such a situation, the chosen activities are planned, realized, and evaluated with the participation of all the actors in order to improve the living condition.
We perceive local planning as a process in which the populations meet in order to diagnose their problems and find solutions as well as means to realize them within a given period.

Local planning, as we define it, answers the following questions:
- What are the problems?
- What resources do we have?
- What shall we do?
- When shall we do it?
- With whom shall we do it?
- With what means shall we do it?

The answers to these questions will give all the sectors an idea of what the village, commune, or region will do in a period of five years, for example.

An adage says: “Whoever holds the information is rich and .... very rich”.

**Availability of Statistical Data**
As mentioned earlier, the commune of Yako today has, thanks to the CBMS, reliable information on health and hygiene, education, material living conditions of its citizens, and food security at the level of each of its forty villages and seven sectors.

As you know, it is extremely expensive to obtain statistical data in our states, which have limited means, even in the face of clear development priorities in all domains. Burkina Faso is not an exception, and surveys to gather statistical data at the national level are conducted every ten years with the assistance of the international community each time.

My commune, on this level, is ahead compared to the general situation in my country, thanks to the CBMS approach.

**Use of CBMS Data**
The data available, thanks to the CBMS, are used today by the decentralized departments of the state; nongovernment organizations (NGOs) and development projects being implemented in the commune of Yako; and the municipal council of Yako for the development of investment projects.
A good project must have reliable figures. Moreover, project backers/financers are watchful and, in extreme cases, meddlesome with field verification before any assistance is given. In last release, the leading body of the commune of Yako, its municipal council in fact, worked with a sense of security and especially with lesser risk for error, thanks to CBMS results.

The Awakening of the Consciousness of the Citizens and the Possibility of Monitoring and Evaluation of Development Actions
Thanks to the CBMS, the report today in my commune is very edifying with regard to the awakening of the consciousness of my fellow citizens on their poverty.

In fact, in each village or sector, the populations are capable of relating to you and updating you within their COSIP on:

- their major problems and their level of poverty;
- the available wealth of their locality;
- the realization of their wishes;
- the period of time hoped for the realizations of their wishes;
- the identification of areas for the realization;
- the identification of actors that need to take part in these realizations.

Unfortunately, ladies and gentlemen, my fellow citizens are not capable of answering the question “With which means can the identified projects be realized?”

The Monitoring and Evaluation Aspect
With regard to the monitoring evaluation of local development actions, the current report is the following:

Taking into account the fact that in the villages and sectors of the commune, the populations have adapted the community organization of the CBMS, the activities retained at the local level are programmed and carried out with the participation of all the actors who can from hereon ensure a monitoring evaluation of their actions.

In any event and thanks to the formation of the COSIP, each community today is capable of making corrections according to certain
changes that come up at the local level.

**How the CBMS Contributes to Raising of Awareness Among the Population Base in the Commune of Yako**

While exposing the demographic characteristics as well as the various facets of poverty of the base communities in our commune, CBMS strongly contributed to the awakening of the conscience of the citizens as well as their pride by making sure each village or sector had its own copy of the results. By the same means, the results of CBMS that are now available constitute a springboard for political and administrative decision makers, NGOs, and other components of civil society in the search for realistic solutions that will improve the living conditions of the populations.

**How the CBMS Contributes to the Mobilization of Resources to Benefit the Commune of Yako**

The availability of statistical data and indicators of poverty paved the way for the development of projects that the commune submitted to a number of technical and financial partners, NGOs, the government of Burkina Faso, and to certain private economic operators. The commune received positive reactions as it is easier to convince on the basis of reliable statistics in a field as important as poverty alleviation. I will quote, among others:

- The financing of a community development plan for the commune by the PDRD;
- The construction of fifty-seven potable water wells in the commune through the financing of the Kingdom of Denmark;
- The construction of ten public fountains for the benefit of sectors in the city of Yako (with Danish financing);
- The construction of hygienic infrastructures in the schools and public places (public latrines and ablution places);
- The construction of education (schools, CEG) and health infrastructures (dispensaries and maternity clinics) by the state and the pairing of Yako-Vouillet (France) and Yako-Courneuve.
These acquisitions we owe in large part to the CBMS approach.

**Conclusion and Recommendations**

Taking into consideration what I have just shared with you through this testimony, I believe I am able to affirm with no mistake that the commune of Yako can benefit more from the CBMS beyond what it has already acquired and will increase its chances of further improving the living conditions of the Yako people.

In our capacity as elected officials we appreciate this approach in a big way and we wish for its expansion at the regional and national levels in our country, Burkina Faso.

In addition and to allow us to answer the ultimate question “With which means can we solve our problems of the fight against poverty?”, we recommend accompanying the establishment of the system with development and investment funds in order to facilitate the realization and implementation of certain activities programmed in the village development plan of our commune and identified within the CBMS framework.

In conclusion, I thank very sincerely and in behalf of the municipal council for the commune of Yako, which I chair, the CECI-SSP-MIMAP/CEDRESS consortium of the University of Ouagadougou for having chosen the commune of Yako and for having experimented with brilliance the research tasks of the Community-Based Monitoring System for Poverty.

Thank you to the organizers of this conference for the invitation and the welcome.

Thank you for your attention.
Implementation of Community-Based Monitoring System in Tanzania: The Salient Uses in Dodoma Municipality

Rangya Kyulu Muro

Introduction
Dodoma, the national capital, is geographically located in the center of Tanzania. It covers an area of 2,669 square kilometers, of which 625 square kilometers are urbanized. Based on the 2002 National Population and Housing Census, Dodoma has a population of 324,347, of whom 157,469 (48.5%) are male and 166,878 (51.5%) are female. There is an estimated 74,914 households, each of which has an average size of 4.3 members.

The Dodoma Municipal Council recognizes the fact that good planning and decision-making require a comprehensive municipal information system that captures pertinent data and produces meaningful reports (DMC 2003). The council, therefore, has adopted the implementation of a Community-Based Monitoring System (CBMS), which draws from community-collected data to bolster municipal as well as national databases.

An Overview of CBMS Implementation in Dodoma
Among the specific objectives stipulated in the Dodoma CBMS project are to provide policymakers with data that can facilitate the prioritization of development plans, prepare poverty profiles and maps, effectively monitor developmental programs and help with capacity building of locals of the community.
Through the CBMS, the spatial, time-related and socio-economic data were captured at the village, ward, and municipal levels during the project period (2006-2007). The system has been test-piloted in K/Ndege, a ward (urban area) of about 2,396 households; and in Nala, a village (rural site) consisting of about 2,444 households. It is worth noting that the villages and wards have autonomy in terms of planning and implementation, therefore making it easier for the CBMS to be fairly adopted in each administration unit.

The Role of Dodoma Municipality in CBMS Implementation
Dodoma municipality has the main role of initiating and overseeing the implementation of CBMS-related projects. Such role covers project initiation, adoption of project recommendations, dissemination, facilitation-related plans and replication of the CBMS methodology.

Project Initiation
The project had to be adopted by the council at the initial stage so that the required arrangements for human resources and the project’s venue would be accessible during and beyond the span of the project. The project’s document was submitted to request for funding right after the municipal council’s approval was received. At this stage, it was now important to introduce the project to various stakeholders, namely, local community and municipal staff, researchers, nongovernmental organizations, and governmental departments concerned with poverty issues.

Adoption of Project Results and Implementation
The pilot work was organized by the municipal council, where it involved project stakeholders, presented results at the ward and village levels and solicited solutions to identified problems. While the proposed initiatives are being implemented at the community level, the municipality takes a patronage role, where it sees to it that the plans are feasible and in line with national policies. Where possible, the municipality takes it a step further by soliciting support from the parent ministry and including some of the issues in the nationally funded programs.
**Dissemination and Scaling-up of the CBMS Results (Advocacy)**

Dissemination workshops at municipal and national levels were organized under the auspices of the municipality. The workshops brought together local representatives, and various officials from both government and non-governmental agencies to discuss and resolve how the CBMS results could be implemented sustainably. The gathering also aims to encourage officials to institutionalize the CBMS system. This forum is part of the advocacy component on the CBMS, where attendees get to hear about the rationale and usefulness of the system.

It was clear that once CBMS is to be implemented in other parts of the country, it will facilitate the collection of data that may be useful in directing the government’s development programs. Moreover, building local resources’ capacity on data collection and analysis of local poverty data was found to be a must if one were to reduce the need to conduct costly national surveys such as Household Budget Surveys (HBS), Integrated Labor Force Surveys etc. In that light, tapping local volunteers is among the important characteristics of the CBMS project that made it score highly in terms of acceptability.

**Salient Uses of CBMS in Dodoma Municipality**

As stated earlier, CBMS has led to more need-based approaches for poverty data collection since it targets the problem areas and beneficiaries and uses results as basis of development plans. It thereby becomes a powerful tool in identifying programs that address the priority issues in the communities.

**Targeting Resources to Problem areas and Beneficiaries**

The poverty maps produced by CBMS were presented and explained so as to give a good picture of problem areas in the locality such as condition of roads, housing distribution and their conditions, location of water sources and other public utilities. When linked with the data from the household survey report, it also makes it possible to identify the beneficiaries of programs.

The information provided by poverty maps have been used to communicate geographical differences in performance for different aspects of poverty to a wide audience. This fosters better understanding of the needs of local areas and ensures that poverty issues are addressed in the most effective manner.
With these maps, therefore, decisionmakers were able to know the extent of problems in specific areas and to justify where to allocate funds for intervention.

**CBMS as a Basis for Preparing Development Plans**

During the validation of the survey results, the communities in the pilot areas were informed about the CBMS findings’ through workshops. This activity prompted an opportunity to discuss the causes of the identified issues and possible interventions needed to address the problem areas, as shown in Table 1.

Based on the identified issues, three interventions have been implemented as follows:

1. **Tree Planting Initiatives at Household Level in Nala Village**
   As agreed during a validation workshop, the windy and dusty environment was seen as an issue that calls for intervention. However, cognizant that most villagers are low on funds, the activities set up were planned to be on voluntary basis. That is, the costs involved will be compensated by assistance in kind from local volunteers (volunteers provide time, assist in communal assignments, contribute tools/materials, etc.). Where necessary, the village government can fund the technical arrangements that may arise.

   The project encourages community groups (women, youths) and schools to maintain nurseries for tree seedlings and to sell to the villagers at an affordable price. At the initial stage, the groups are given some of the tools and assistance by the council but later on, as the nurseries for more seedlings are sustained, the activity is expected to be self-sufficient.

2. **Establishment of House-to-House Collection of Solid Waste**
   The CBMS data revealed that the problem of solid waste collection is rampant in K/Ndege ward. While some households with ample space in their homesteads do bury garbage in the pits, most still dispose the waste along roads and in open spaces. In the squatter area of Oysterbay, the situation is even worse as the streets are narrow, the houses are congested, and there is no specific waste collection points identified, making the area both an eyesore and health hazard to the urban environment.
Table 1. Identified Issues and Proposed Interventions

<table>
<thead>
<tr>
<th>Identified Issues</th>
<th>Proposed Interventions</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Nala Village</strong></td>
<td></td>
</tr>
<tr>
<td>Frequent outbreak of diseases like typhoid and dysentery due to poor access to safe water.</td>
<td>Preparation of Water Distribution project proposal; launching of water-boiling campaign in <em>kitongoji</em></td>
</tr>
<tr>
<td>High rate of trachoma and meningitis cases due to poor housing and unclean surroundings</td>
<td>Promotion of Improved housing with good ventilation and well-organized surroundings</td>
</tr>
<tr>
<td>Poor nutrition and low attendance to clinics by children</td>
<td>Health extension service to be established to monitor at <em>kitongoji</em> level.</td>
</tr>
<tr>
<td>Poor income due to poor crop production</td>
<td>Preparation of village land use plan based on land use suitability</td>
</tr>
<tr>
<td>Poor accessibility by roads due to erosion and the use of unplanned footpaths</td>
<td>Launching of road rehabilitation routine; assigning road stretch per household, Preparation of road network plan.</td>
</tr>
<tr>
<td>Windy and dusty environment due to low initiatives of tree planting.</td>
<td>Organization of community working groups to raise tree seedlings and demonstration woodlots.</td>
</tr>
<tr>
<td><strong>K/Ndege Ward</strong></td>
<td></td>
</tr>
<tr>
<td>Poor register of property tax collection that causes annoyance to collectors, landlords and renters</td>
<td>Establishment of property tax database that can show property ownership, development changes and the related taxation.</td>
</tr>
<tr>
<td>High rate of malaria infection due to poor sanitation, stagnant water and existence of unmanaged lawns.</td>
<td>Launching of cleanliness campaigns at <em>kitongoji</em> level and ensuring that there are local monitors continuously.</td>
</tr>
<tr>
<td>Poor waste management due to uncontrolled disposal system by local authority and individual habits of residents.</td>
<td>Establishment of waste management project that addresses solid and liquid waste disposal using public private partnership approach.</td>
</tr>
<tr>
<td>Poor services in the unplanned settlement of Oysterbay; roads, powerline, water and drainage system.</td>
<td>Preparation of squatter upgrading project: negotiation for soliciting land for the required services and resources for implementation.</td>
</tr>
</tbody>
</table>
Through this project, five community working groups have been mobilized to reach every household and collect solid wastes twice a week. Also, secondary collection points have been identified so that what all residents would have to do is to use push carts in delivering their garbage to this temporary site, which later would be collected by the municipal trucks. It was agreed that each household that avails of the service pays 500 TZS (US$0.37) per week. Starting from July 2007 the user charge may be raised so as to more realistically reflect the true cost of the service delivered. The municipal council has incorporated the implementation procedures of the plan in the by-laws to institutionalize the operations.

3. Property Tax Management

CBMS data were used to develop a property tax management registry that identifies locations, ownership, property type and the related administrative attributes. Data were obtained from the household lists and the sketch maps prepared during the CBMS’ enumeration exercise.

By using CBMS data, the property valuations in K/Ndege ward were updated. Also, in some localities (informal low-income housing areas), the flat rates were estimated. The developed registry improved the monitoring of properties and brought a substantial increase (35%) in property tax collection. Other components of the project that are anticipated to benefit from the CBMS’ future data include land rent, business licenses, and billboards.

The important components of the property tax database include:

- Data Capture: Property registration, customer registration and payments
- List Generation. List of customers and properties
- Data Processing: the database administrator can prepare queries for the needed aspect (say, show all customers residing in neighborhood ‘X’ who have paid to-date).
- Reports generation: Financial report of the financial year, summaries of opening and closing balances, penalized property owners, and penalty amount.

The council is currently operating the system at the municipal headquarters but it can be more effective and efficient when it operates at the geopolitical areas where double-checking of data becomes a regular process.
Other Potential Uses of CBMS

CBMS data obtained from the household survey and poverty maps can generate information for other uses, including:

- Improvement of informal housing: Data for decision-making about which areas require interventions in such aspects as improving housing condition, infrastructure provisioning and agreements on land consolidation and spillover areas during resettlement. At present, there are three squatter areas of about 12,000 households. Here, squatters live in unbearably high density areas.

- The same data can also be used to monitor urban agriculture by identifying appropriate areas for farming and proposing ways of controlling spontaneous encroachment in marginal land such as water sources and buffer zone. When the local community is involved in land use issues, it can be easier to protect conservation areas against detrimental activities that happen in the proximity instead of relying on higher-tier operations.

The Way Forward

The fact that the Dodoma CBMS project has gained commendable political and executive support sets up the project for future successes. The appreciation and interest raised by other villages, wards, and municipalities over the results of this pilot work may be an indication that the CBMS process will be replicated to other sites, too.

Certainly, there are lessons to be learned from the pilot project. One is the need to see to it that one takes the necessary preparations before implementing the CBMS in other areas so as to avoid previous loopholes. On this point, a review of the previous CBMS projects allows one to have a clearer picture of specific pitfalls in the implementation, particularly those that involve coordination with local key officials, survey design, training, processing and utilization of data.
Use of CBMS for Poverty Reduction, Sustainable Development and Sanitation in Lusaka, Zambia

Silumbe Richard, Lottie Musenga Sinyangwe, Chipakata Chulu

Abstract

The Community Based Monitoring System or CBMS is a cost-effective system and approach to confronting the poverty problem, as has been evidenced in the pilot implementation in Zambia. It is also an easy system to sustain. It uses enumerators and Teams from the community without the use of the much expensive experts in data collection, processing and validation. CBMS Zambia pilot project seeks to test the application of CBMS in planning for community development. Among the programs that seeks CBMS data for effective implementation are: (1) The Youth and Street-kids Empowerment Program (a project that benefits from CBMS information by gaining access to the actual statistics of unemployed youths, and street-kids that have lost both parents due to HIV/AIDS); (2) Women Empowerment Program (CBMS provides exact data on proportion of women in poverty used for local planning); (3) Relief Food Distribution Program (CBMS provides accurate distribution of poverty levels in the target sites which serves as base data for relief food distribution); and Water and Sanitation Improvement Program (a local government initiated program to improve water and sanitation in Lusaka province). The aforementioned activities and the interaction with the community members impact monitoring at the community level. These activities are based on the formulation of local people’s poverty profiles. Unlike the economic surveys carried out by the Central Statistical Office (CSO) which usually occurs in 5 years interval, CBMS has proved to be an effective tool in providing actual poverty profiles in the community as it has shorter intercensal periods.

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Introduction
In general, CBMS provides adequate information that facilitates accelerated rural development in the areas of infrastructure, education, health, water, and sanitation. It also acts as hub for participatory planning as local communities are involved in prioritizing local development objectives. CBMS Zambia uses a simplified version of data collection methods such as user-friendly questionnaires suited for ordinary village settlers (i.e., in conversational tone). The CBMS results serve as information database for policymaking and implementation. These results benefit policymakers, development planners, community leaders, and stakeholders for better planning and implementation of poverty alleviation projects. The implementation of CBMS in Zambia has brought together the main stakeholders such as councilors, headmen, and the Lusaka City Council (LCC). They are also the main users of the data collected in this pilot project.

The pilot project covered Mungule and Makishi. Mungule is an agricultural area in the northern part of Lusaka and Makishi forms part of the economic zone in Lusaka Province and strategically located along the line of rail. This area is situated in Lusaka province of Zambia, which covers an approximate 3,503 square kilometers, of which 1,478 square kilometers are urbanized. The LCC has three subdivisions of local administration—main city council, rural council and urban council. Each council is headed by a councilor.

The pilot site is under the Lusaka main council. All the decisions and the prioritization of the projects are done at LCC. Additionally, the main body (LCC) overlooks all the works of the local government levels at the rural and urban level. The project sites are located along the line of rail where much of socioeconomic activities such as agriculture, fishing, etc. take place. Yet there are alarming levels of poverty, high HIV/AIDS prevalence rates, poor sanitation and high levels of unemployment and other and untold sufferings of the people.1

CBMS Data and Private Sector Development
Results of CBMS data (Table 1) from pilot sites revealed that the highest proportion of more than a quarter (37%) of the households’ annual

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1 The detailed analysis of the survey results can be obtained from the paper “Analysis and Results of CBMS Data from the Pilot Sites in the Lusaka Province of Zambia” by Sinyangwe et al.
income was obtained from trading activities. Furthermore, field data showed that about 4,453 households lack capital and 2,118 households expressed lack of business experience (Table 2). CBMS pilot implementation in Zambia comes in hand with the need for reliable poverty profiles to sustain effective implementation of the Private Sector Development (PSD) Programme. The Private Sector Development (PSD) Programme is a government initiative launched in 2005 to improve the business environment and reduce the cost of doing business in Zambia. The government is aimed at providing necessary resources through the Citizens Economic Empowerment Commission (CEEC) in supporting the initiative.

Table 1: Distribution of Annual Income Sources by Value

<table>
<thead>
<tr>
<th>Activities/Source of Income</th>
<th>Makishi</th>
<th>Mungule</th>
<th>Both Areas</th>
<th>Both Areas (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cultivation</td>
<td>1,180,170,000</td>
<td>1,658,665,000</td>
<td>2,838,835,000</td>
<td>20.4</td>
</tr>
<tr>
<td>Livestock and Fisheries</td>
<td>244,953,000</td>
<td>544,275,000</td>
<td>789,228,000</td>
<td>5.7</td>
</tr>
<tr>
<td>Handicraft</td>
<td>326,596,000</td>
<td>392,099,000</td>
<td>718,695,000</td>
<td>5.2</td>
</tr>
<tr>
<td>Trading</td>
<td>2,153,081,000</td>
<td>3,001,017,000</td>
<td>5,154,098,000</td>
<td>37.0</td>
</tr>
<tr>
<td>Construction</td>
<td>6,600,042</td>
<td>12,900,058</td>
<td>19,500,100</td>
<td>0.1</td>
</tr>
<tr>
<td>Stable Salary</td>
<td>126,000,000</td>
<td>54,000,000</td>
<td>180,000,000</td>
<td>1.3</td>
</tr>
<tr>
<td>Income from Casual Work</td>
<td>1,259,725,000</td>
<td>1,639,325,000</td>
<td>2,899,050,000</td>
<td>20.8</td>
</tr>
<tr>
<td>Remittance from Relatives</td>
<td>661,172,000</td>
<td>650,938,000</td>
<td>1,312,110,000</td>
<td>9.4</td>
</tr>
<tr>
<td>Other Income Source</td>
<td>7,000,470</td>
<td>10,000,660</td>
<td>17,001,130</td>
<td>0.1</td>
</tr>
<tr>
<td>Total</td>
<td>5,965,297,512</td>
<td>7,963,219,718</td>
<td>13,928,517,230</td>
<td>100.0</td>
</tr>
<tr>
<td>Table 2: Distribution of Farming Hindrances</td>
<td>Makishi</td>
<td>Mungule</td>
<td>Both Areas</td>
<td></td>
</tr>
<tr>
<td>------------------------------------------</td>
<td>---------</td>
<td>---------</td>
<td>------------</td>
<td></td>
</tr>
<tr>
<td>Lack of business experience</td>
<td>921</td>
<td>1197</td>
<td>2118</td>
<td></td>
</tr>
<tr>
<td>Lack of capital</td>
<td>1881</td>
<td>2572</td>
<td>4453</td>
<td></td>
</tr>
<tr>
<td>Lack of/or inadequate land</td>
<td>409</td>
<td>610</td>
<td>1019</td>
<td></td>
</tr>
<tr>
<td>Lack of irrigation equipment</td>
<td>1774</td>
<td>2480</td>
<td>4254</td>
<td></td>
</tr>
<tr>
<td>Perennial natural disasters</td>
<td>1205</td>
<td>1592</td>
<td>2797</td>
<td></td>
</tr>
<tr>
<td>Pests, and animal epidemics</td>
<td>1428</td>
<td>1918</td>
<td>3346</td>
<td></td>
</tr>
<tr>
<td>High prices of agro inputs</td>
<td>1941</td>
<td>2613</td>
<td>4554</td>
<td></td>
</tr>
<tr>
<td>Lack of market price of produce</td>
<td>1933</td>
<td>2610</td>
<td>4543</td>
<td></td>
</tr>
<tr>
<td>Lack of/ inadequate market</td>
<td>1569</td>
<td>2106</td>
<td>3675</td>
<td></td>
</tr>
</tbody>
</table>

The CEEC is a broad-based and multi-faceted strategy anchored in government policy and founded on nine pillars. This concerns funding, ownership, procurement, good corporate governance, direct foreign investment, and creation of joint ventures. It lends money to citizens on favorable terms compared to the collateral system which makes it difficult for the people to borrow from commercial banks. CBMS acts as an interface between the grassroots communities and the CEEC to provide an insight of what is demanded by the typical traditional commercial banking sector and what government can do to facilitate access, flexible collateral, and proximity to the people. CBMS data from pilot sites gives a profile of various business activities, problems, and value of financial assistance needed. Furthermore, households in genuine need of assistance are identified and linked to the PSD programme via the CEEC.

**Relief Food Distribution Program**
Zambia was hampered by floods in many previous years. Early this year, heavy rains were recorded in various parts of the country that
resulted in devastating floods. This has caused an enormous loss of crops, livestock, and household goods in affected communities. Crop yields decreased and a probable shortage of food was predicted this year. For instance, the average yield of maize per hectare only reached 1.31 metric tones per hectare compared to the 1.57 metric tones per hectare the previous year. This low yield can be attributed to flooding and inadequate access to inputs. Many housing units (shelter) and goods were submerged due to rising water levels. Such displaced thousands of households leaving them homeless. In the pilot areas, 72 households were displaced by floods. Most of these households were living near Chunga River.

Zambia has a primary coordinating body called the Disaster Management and Mitigation Unit (DMMU) which is responsible for emergency activities in the country. The DMMU was formed to help the areas severely affected by floods or drought through distribution of food and non-food items. With the help of the pilot sites’ household information provided by the CBMS, figures was readily made available to the DMMU. CBMS-Zambia is currently holding negotiations with the DMMU to enable the government to adopt a CBMS methodology and establish operational sites in the communities in flood-prone areas as a long term community-based mitigation strategy.

CBMS in flood-prone areas is an urgent need because exaggerated figure of victims are being reported by media and other sources due to lack of a more reliable data at hand. For instance, initial reports indicated that 3,000 households had been displaced by floods in two of the worst affected districts in the Southern Province this year but after verification, the number was down to 1,017. CBMS provided accurate statistics to verify reports of heavy flooding and effects on communities in the pilot sites. This information was vital for prudent distribution of resources to victims of flood by the local government. CBMS facilitated assessment and complimented by the humanitarian assistance by the DMMU.

The Youth and Street-Kid Empowerment Program
The Zambia Nation Service Rehabilitation program for street children recruits street-kids and train them on carpentry and gardening. They also provide starter kits to help them earn a living. The problem on
street-kids was one of the key challenges in the area, and in the nation at large, due to the lack of a reliable system to recognize the potential street-kids and the ones currently homeless in any target area. The survey results reveal that about 94 street-kids are currently out of support from community based programs. About 0.2% of the households are head by kids between the ages 15-19. CBMS provides the actual statistics of households with orphaned children and details on kids currently out of guardians’ support in the pilot areas. This information is made available to the Zambia national Services Rehabilitation office as input to project planning and implementation.

**Table 3: Distribution of Population by Educational Status of Children (6-15 years old)**

<table>
<thead>
<tr>
<th>Community Area</th>
<th>Education Status of Children 6-15 Years Old</th>
<th>In-School</th>
<th>Out-of-School</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Count</td>
<td>Percent</td>
<td>Count</td>
</tr>
<tr>
<td>Makishi</td>
<td>5,004</td>
<td>74.4%</td>
<td>1,947</td>
</tr>
<tr>
<td>Mungule</td>
<td>1,724</td>
<td>25.6%</td>
<td>2,772</td>
</tr>
<tr>
<td>Total</td>
<td>6,728</td>
<td>100.0%</td>
<td>4,719</td>
</tr>
</tbody>
</table>

Survey data shows (Table 3) that 6,728 of the children between 5 and 16 (6-15) years old are in school and approximately 4,720 were out of school (this composition includes those who either dropped out or had never been to school). Nearly three quarters (74.4%) of the children in school are in Makishi and only a quarter (25.6%) in Mungule. On the other hand, Mungule had the highest proportion (58.7%) of the children who are out of school as compared to 41.3 percent in Makishi.
**Woman Empowerment Program**  
Gender is among the many other determinants of poverty levels. Statistics show that incidence of poverty is extremely higher in female-headed (60.4%) than in male-headed (51.5%) households (PRSP-Zambia 2002-2004). Generally, women are more vulnerable to poverty than men. This is because women have lower educational level than men. Women comprised a very small share in formal employment which gives bigger earnings than informal employment. It is also alarming that women are at much higher risk than men in contracting HIV/AIDS and other opportunistic infections due to factors relating to gender differences with respect to biology, roles, resources, and cultural norms.

CBMS provides a clear distribution of gender-related profiles in the pilot sites. This information enables the women empowerment program team to have an accurate number and allocation of female-headed households and widows in the target communities. A “Risk Mapping” approach is adopted where people make a map of their village and identify areas where they are more at risk of contracting AIDS. This approach is applied in dealing with various social problems. More urgent problems are given priority in village plans of action. Hence, risk areas are attended to and vulnerable groups are being empowered.

**Water, Sanitation and Health**  
Zambia is endowed with relatively abundant water resources. The annual rainfall averages between 700 mm in the south and 1,400 mm in the north. Taken as a sum total for the whole country, the available water resources far exceed the consumptive use (including domestic and industrial water supplies, irrigation and livestock) even in a drought year. Rural and urban households and communities with access and use of safe water supplies and sanitation have greater potential for engaging in economic activities to reduce poverty and improve their quality of life. Sustainable access and use of safe water supply and sanitation lead to improvement in health and releases scarce economic resources from curative health support to more productive activities.

Based on constructed water and sanitation facilities, access to safe water supplies in Zambia is estimated at 89 percent of the
population in urban areas and 37 percent of the population in rural areas (PRSP-Zambia 2002-2004). For sanitation, Water resources come in different forms and have multiple uses. It is present in surface rocks (ponds, lakes) and flows (rivers) as groundwater. All these forms (sources) can be used directly in livelihood activities. Water resources also move and vary over both space and time. The multiple sources and multiple uses of water resources mean that there are likely to be various stakeholders with competing interests. CBMS database has been designed comprehensively to provide information on wider issues relating to water resources and sanitation. In particular, high quality data on the types and main sources of community water resources, including the depth of water surface, and information on bath and toilet facilities. These estimates provide data disaggregated enough to help various stakeholders and the local governments in local planning and policymaking.

Bilateral and multilateral agencies have financed water supply projects which have been implemented by the government in urban areas since 1994. Most of these major urban project deal with water supply (rehabilitation and improvement of water supply system), few or none deal with sanitation, and they target the conventional urban areas and not low income communities where the majority of the urban poor live. However, major ongoing rural water supply and sanitation projects are being implemented by NGOs with their own funds or resources from bilateral and multilateral agencies.

Data from pilot areas indicates that minority of the households (2.1%) have permanent bath facilities while 14.1 percent neither have a permanent nor temporal bath facility. Slightly more than half (52.4%) of the households get their drinking water from Dug Wells and only a minority (0.4%) had tap water. With regards to toilet facilities, 72.8 percent of the households use pit latrines and 27 percent have no toilet at all. This significant proportion may be attributed to some people using the bush as an alternative. Only a minority of the households (0.2%) have a flush toilet the reason being attributed to lack of piped water in most parts of the pilot areas.

Sanitation conditions do not vary by larger margins from space to space in rural communities of Zambia and thus any inference to be taken from the depicted picture of the pilot area would accurately
Table 4: Percent Distribution of Water and Sanitation Conditions (CBMS Zambia)

<table>
<thead>
<tr>
<th></th>
<th>Makishi</th>
<th>Mungule</th>
<th>Both</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Count</td>
<td>Count</td>
<td>Count</td>
</tr>
<tr>
<td><strong>Type of Bathroom</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>No bathroom</td>
<td>311</td>
<td>355</td>
<td>666</td>
</tr>
<tr>
<td>Permanent bathroom</td>
<td>41</td>
<td>59</td>
<td>100</td>
</tr>
<tr>
<td>Simple bath place</td>
<td>1,653</td>
<td>2,301</td>
<td>3,954</td>
</tr>
<tr>
<td><strong>Type Of Toilet</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Flush toilet</td>
<td>4</td>
<td>6</td>
<td>10</td>
</tr>
<tr>
<td>No toilet</td>
<td>554</td>
<td>720</td>
<td>1,274</td>
</tr>
<tr>
<td>Pit latrine</td>
<td>1,447</td>
<td>1,989</td>
<td>3,436</td>
</tr>
<tr>
<td><strong>Source of Drinking Water</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>N/A</td>
<td>23</td>
<td>24</td>
<td>47</td>
</tr>
<tr>
<td>Deep-drilled well</td>
<td>907</td>
<td>1,251</td>
<td>2,158</td>
</tr>
<tr>
<td>Dug well</td>
<td>1,060</td>
<td>1,415</td>
<td>2,475</td>
</tr>
<tr>
<td>Other</td>
<td>7</td>
<td>13</td>
<td>20</td>
</tr>
<tr>
<td>Tapped water</td>
<td>8</td>
<td>12</td>
<td>20</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>2,005</td>
<td>2,715</td>
<td>4,720</td>
</tr>
</tbody>
</table>

represent the actual situation to be observed in many its communities. It can be concluded that much has to be done to improve the water and sanitation conditions even in other areas as such conditions maybe a replication of the observed ones in the pilot areas. The CBMS information will be made available to the local government (via Lusaka City Council) for use in its strategic planning for community development.
The information collected by CBMS-Zambia enables the water resources and sanitation sector to accurately participate in:

- Addressing problems relating to the inadequate hydrological data and information systems relating to the pilot area.
- Advocating for increased stakeholder participation particularly in water resources management.
- Offering free capacity building in poor urban and rural communities in addressing the problem of limited human resource capacity and lack of integral water and sanitation management.

The availability of adequate water (both quantity and quality) in and around the homestead is a fundamental need for all. Poor quality or the lack of it affects health, productivity, and workload of the poor especially women who assume the primary burden related to domestic activities. Water-based health problems severely affect the poor. Direct water-borne diseases like cholera, diarrhea, malaria and others affect the poor’s children. Mitigation of health threats is fundamental to the establishment of sustainable rural livelihoods. Good health is directly valued for productivity as well as security. In light of this, CBMS is built to create a comprehensive picture in which updated information can be provided to address issues relevant to stakeholders in the country.

Local communities have been trained to collect and record information within their areas regarding water use and related problems including diseases, availability, quality and others. The issue of access to adequate and safe water for domestic use is consequently central to the local government’s strategy to achieve sustainable development. Therefore, CBMS-Zambia takes it as an obligation to actively collaborate with the relevant authorities and stakeholders by providing information in addressing water, sanitation, and health problems.

**Results**

**Health**

Figure 1 shows the occurrence of diseases in the pilot sites. The majority of the household members (91.1%) reported that they had suffered from Malaria over the period in question, while tuberculosis and cholera
affected 6.4 percent and 0.4 percent of the household members, respectively. The high malaria prevalence in the area may in part be attributed to the lack of Malaria prevention kits. HIV/AIDS was also recorded as one of the diseases affecting residents in the area.

Figure 1: Percent Distribution of Households by Disease Occurrence

![Diagram showing disease distribution]

**Maternal and Child Health**

Maternal and child health are also related to the welfare of the household. To this end, information on maternal and child in the past three years preceding the preliminary survey was captured. Among the information that was captured include information on new births in the household, maternal deaths and where deliveries took place.

Figure 2 shows that over half (51%) of the households recorded new births between 2004 and 2008. About 49 percent of the households did not record any births in the last three years. Though the proportion of deliveries at home was high, the number of infant deaths was relatively low. Data revealed that over the three years in question, only 3.1 percent of infant deaths were recorded.

Figure 3 shows the proportion of respondents who delivered their babies at home in the past 3 years. There are 58.3 percent of deliveries made
Figure 2: Percent Distribution of Households by Occurrence of Births

![Birth Occurrence Chart]

at home without specialized birth attendants, while only 41.7 percent were delivered at clinics with assistance of birth attendants.

Figure 3: Percent Distribution of Births by Place of Delivery and Attendant

![Place of delivery of new born Chart]
Community Recommendations/Suggestions

Respondents were asked to give suggestion or recommendations that may help improve the day to day lives. Table 5 below is a summary of the recommendations that respondents made. Owing to the similarity of suggestions, recommendations were put into distinct categories shown below.

Table 5: Distribution of Recommendations/Suggestions by Number of Households Involved

<table>
<thead>
<tr>
<th>Suggestions</th>
<th>Number of Households</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Water And Sanitation</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Assistance by drilling boreholes/dams</td>
<td>3677</td>
<td>78.1</td>
</tr>
<tr>
<td><strong>Health</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Build more clinics/upgrade existing clinics</td>
<td>2735</td>
<td>58.1</td>
</tr>
<tr>
<td><strong>Agriculture Support</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Assist with agro loans/inputs and dip tanks</td>
<td>4109</td>
<td>87.2</td>
</tr>
<tr>
<td><strong>Education</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Construct secondary/nursery schools and upgrade primary schools</td>
<td>2799</td>
<td>59.4</td>
</tr>
<tr>
<td><strong>Other Suggestions</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Security and road network system</td>
<td>3408</td>
<td>72.3</td>
</tr>
</tbody>
</table>

In order to collect comprehensive data, households had to provide their suggestions concerning their pressing problems and needs in their communities. The survey data above indicates that the largest proportion of the households is in need of agricultural support. Some 87.2 percent of the respondents are in need of agricultural loans for farm inputs like seeds, fertilizers, and building of dip tanks for their livestock. More
than three-quarters (78.1%) of households suggests that more water sources like bore holes must be drilled for safe drinking water and more dams for livestock water and other activities. Because of few medical facilities in their communities, more than half (58.1%) of the households suggests that new clinics should be built and the old ones need to be upgraded. Readily accessible health providers are needed to save travel time and resources. Educational facilities are another major concern for the communities. More that half (59.4%) of the household suggests that at least a nursery and secondary schools should be built in every community; all existing primary schools need to be upgraded. Nearly 72.3 percent suggests that security be provided especially through building of police stations. Roads need be improved in order to bring their products to markets and encourage more livelihood activities.

**Education**

Table 6 depicts a percentage distribution of information on educational attainment of 2,005 and 2,715 household heads interviewed in Makishi and Mungule, respectively. Segregating the information by sex and community area, 1,605 male and 400 female household heads were interviewed in Makishi. In Mungule, some 2,226 male and 489 female household heads were surveyed. Majority of both males and females from both communities reached only primary school as their highest educational attainment.

**Conclusion**

The Community Based Monitoring System provides decisionmakers relevant information on poverty reduction, sustainable development, and sanitation to enable accurate data acquisition from the grassroots for effective planning and budgeting. The Ministry of Finance and National planning (MoFNP) has the responsibility of establishing development plans based on available data. According to the Memoranda of Understating with the Office of the President-Lusaka province, CBMS data has been made available to the planners at MoFNP. This action will definitely lead to changes in financial allocation to the pilot areas. However, for CBMS data to be a constant integral part of
Table 6: Percentage Distribution of Educational Attainment of Household Heads by Sex and Community Area

<table>
<thead>
<tr>
<th>Educational Attainment</th>
<th>Population of Household Head by Sex (%)</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Makishi</td>
<td>Mungule</td>
</tr>
<tr>
<td></td>
<td>Male</td>
<td>Female</td>
</tr>
<tr>
<td>Never been to school</td>
<td>7.2</td>
<td>7.5</td>
</tr>
<tr>
<td>Primary</td>
<td>65.7</td>
<td>64.8</td>
</tr>
<tr>
<td>Secondary</td>
<td>26.8</td>
<td>27.2</td>
</tr>
<tr>
<td>Tertiary</td>
<td>0.3</td>
<td>0.5</td>
</tr>
<tr>
<td>Total</td>
<td>100.0</td>
<td>100.0</td>
</tr>
</tbody>
</table>

the planning process, it has to cover large areas, e.g., the whole Lusaka province, hence the need for its replication.

CBMS-Zambia is currently holding negotiations with the Disaster Management and Mitigation Unit to enable the government to adopt a CBMS methodology and establish operational sites in the communities in flood-prone and drought-prone areas as a long-term community-based mitigation strategy. CBMS views poverty from a new perspective and dimension other than merely a lack of income, education, and health facilities, but also a lack of voice, empowerment, good governance, and security against shocks. Therefore, the ability to give the local communities chance to express their challenges and give a detailed insight of the community situation ascertains the significance of CBMS in communities. The Lusaka City Council delves to use CBMS as a data acquisition system in future community planning and project implementation.
Initial Thoughts on CBMS for Improvement of Resources Allocation and Internal Revenue Collection

Francis J. Mazanda

INTRODUCTION

Location
Dodoma Municipality covers an area of 2,669 square kilometers, of which 625 square kilometers are urbanized. Based on the 2002 National Population and Housing Census, Dodoma has 324,347 residents, broken down into 157,469 (48.5%) males and 166,878 (51.5%) females.

The municipality is situated in an economically depressed area. Although it has rich agricultural land, it is affected by harsh climatic conditions. In general, traditional agricultural methods still predominate. Residents in the rural areas engage in commerce and civil service employment and have crop farming and livestock as their prime means of livelihood.

Vision 2010
By year 2010, the Dodoma Municipality aims to provide improved services and better protection of its environment.

Mission
Dodoma Municipality will establish and promote a vibrant decentralized governance system that ensures a smooth flow of information, proper mobilization and use of resources, partnership in socio-economic programs, and support for environment-friendly activities.

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*Mayor, Dodoma, Tanzania*
AN OVERVIEW OF THE PREVIOUS AND PRESENT MONITORING SYSTEM
The municipality has been using the Fomu ya Takwimu (statistics form), which is based on the Opportunities and Obstacles for Development (O&OD) methodology (Appendix I). This is a standardized village data form to be used in all wards. However, during the implementation, poor communication between data producers and users led to a long delay in the analysis of existing data especially in the various tiers—from vitongoji/mtaa, wards up to district levels.

The form proved to be too complex for a villager to understand, lacked individual household data, and was not filled out frequently enough to produce reliable information. This means that the essential datasets were insufficiently captured or shared by policy- and decisionmakers to other levels of the local government. The previous system had no consistent and timely data on poverty at the district level and lower: i.e., at the mtaa and village committee levels.

In response to the aforementioned shortfalls, the Municipal Council of Dodoma has pilot-tested the Community-Based Monitoring System (CBMS) from 2006 to 2007 under the auspices of the CBMS cluster of the Poverty and Economic Policy (PEP) Network. The developed system has captured spatial, time-related and socio-economic data at the village and ward levels of the municipality. The pilot areas were the K/Ndege ward (urban area), which has approximately 2,396 households; and Nala Village (rural area) with 2,444 households.

The present system (CBMS) boasts of the following features:
• Has a more positive outlook on the community. That is, it encourages the community to identify available resources so as to overcome obstacles, thereby fostering self-reliance.
• Uses participatory tools, which assist with the bottom-up planning process: e.g., village registers, files, village spot maps, focus group for discussions and problem identification, and prioritization of resources and issues.
• Enables the community to identify in a logical framework the specific objectives, opportunities, obstacles, and steps for implementation.
• Policymakers are able to monitor the impact of programs and determine whether poverty conditions are improving, getting
worse, or remaining the same.

Learning from the experience with both past and present systems, the CBMS has involved the participation of communities in data collection, which is a low-cost and easy-to-sustain system. Furthermore, because CBMS uses basic poverty indicators and avails of the services of enumerators from the community, it evidently captures the relevant data and information that reveal the real situation of the poor in a specific locality.

INITIAL THOUGHTS FOR THE USE OF CBMS
The initial purpose for using CBMS has focused on improving the ways of allocating development resources and organizing of the way revenue collection is done in local geopolitical units, including the municipalities.

Improving Resources Allocation
The outcome from the CBMS became the basis for the preparation of village/ward poverty profiles, poverty maps, and LGUs’ development plans. Likewise, the CBMS report compiled during this research project can be used by LGUs to better monitor and evaluate the performance of ongoing development programs in their areas.

Improving Revenue Collection
In K/Ndege’s urban areas, its database has been used to develop a property tax management tool. A computerized data management tool identifies property types with the estimated tax rates and owners. Such uses the CBMS data to identify the taxpayers more transparently and rationally. Occupants who are not property owners do pay property tax under the name of their landlords although such are considered as part of the rental charges.

The tool has further substantially simplified tax collection procedures and thereby increased the municipal’s revenue.

THE WAY FORWARD
The council envisages to establish an institutional framework that supports the implementation of the new system as follows:
System Management
Capabilities of enumerators and database supervisors in each geopolitical unit should be honed, bearing in mind that these groups are also the ones responsible for updating the databases regularly. The council should refrain from redeploying these enumerators and supervisors until a capable replacement has been identified and trained. Establishing extension workers for all priority sectors at village and ward levels should be aimed if one were to sustain the CBMS’ implementation.

Database Building
Database building should principally start at the community level, as this is where data are captured. This can be achieved when the capability of extension officers are frequently upgraded and supported with new tools and knowledge. The municipality has a role in ensuring that the personnel and necessary tools involved in this activity are always available. Therefore, a computerized system is highly encouraged as it saves time and gives a more comprehensive simulation of results. The attempt of the incumbent council to install computers at all departments is a positive step toward supporting the CBMS efforts.

Budget
Institutional arrangements have always been one of the pillars for project implementation. Specifically, institutional arrangements specified the role of the Dodoma Municipality and paved the way for a technical team committed to oversee the project’s activities, to be established. Presently, a unit of the Urban Development and Environmental Management (UDEM) has been incorporated in the CBMS so that a package of demonstration projects and information management supports some of the earmarked development plans for 2008-2009. Also, by applying the CBMS data related to urban planning, the Capital Development Authority can start supporting projects aimed at developing unplanned settlements.

Replication of the System in Other Wards and Villages
The council of Dodoma confirms its commitment to support the already established CBMS process and to replicate the exercise in other wards
and villages in the municipality. At present, two villages—namely, Mtumba and Matumbulu—have indicated their wish to replicate the system in their own localities and are presently discussing the modalities of implementation.

Moreover, the council intends to share its experience from the pilot project with other cities and municipalities in Tanzania. It is hoped that through the council’s testimony, the project may be expanded to other interested localities.

Repliocation of the System in Other Municipalities
In the attempt to replicate the system nationwide, the Association of Local Government Authorities was identified as the organ that can spread the CBMS process at the national level. It was agreed that the Dodoma Municipal Council’s CBMS experience and findings should continue to be disseminated during various municipal and national gatherings so as to build awareness over the benefits brought by CBMS. The council will be sharing its CBMS details with other councils currently working under common programs such as those implementing the reform program and working with the same donors under the auspices of Association of Local Authorities of Tanzania (ALAT). Specifically, the council, through ALAT and the Federation of Canadian Municipalities (FCM), has invited representatives from three councils (Mbeya, Morogoro and Lushoto) to discuss the CBMS implementation process in their areas.

All in all, the municipal council will maintain its link with the CBMS cluster under the PEP Network and help share their experiences on the implementation of the system. It is anticipated that other wards and municipalities in Tanzania will prepare other project proposals involving the CBMS process as a way to solicit support from PEP in tapping this system for its other potential uses.
Use of CBMS for Enhancing Local Governance: Challenges and Future Directions

Austere A. Panadero

Introduction
Let me start by congratulating the Poverty and Economic Policy (PEP) Research Network for organizing this conference. Judging by the comprehensiveness of this year’s topics, the PEP has definitely made substantial strides since its beginnings in 2002 in fostering a deeper understanding of poverty as part of development policymaking in Asia. The theme for this year’s conference is particularly interesting because the present financial crisis and world recession will trigger renewed interest in poverty-related issues as developing countries mitigate the impact of the external shocks emanating from our more developed trading partners.

My task this morning is to share with you our own Philippine experience on how the Community-Based Monitoring System (CBMS) has contributed in improving local governance. I will start with a somewhat theoretical explanation of the role that CBMS has played in enhancing local governance. Then allow me to share with you recent poverty trends and how the CBMS can further facilitate the achievement of the Millennium Development Goals (MDGs). I will end with the challenges for the future and some questions that the succeeding panel discussions can perhaps address.

CBMS as an Effective Tool for Good Governance
The CBMS was initially developed as a tool for poverty monitoring. But through the years, we know that it has evolved as a powerful

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*Undersecretary for Local Government of the Department of the Interior and Local Government (DILG), Philippines*
instrument for local governance. But what is local governance? According to Dr. Joseph Capuno of the UP School of Economics, it is the “prudent exercise of [local] powers and responsibilities” bestowed by the 1991 Local Government Code (LGC) to our local chief executives.1 The concern over local governance is its link with local economic development. In the case of the Philippines, for instance, it is quite well known that while decentralization has raised incomes in the last 17 years since the LGC was passed, development has been uneven. To many, this can be traced to poor local governance. The quality of local governance somehow affected the efficiency and effectiveness of public services like education and health which in turn had a bearing on the long-run growth of the local government unit (LGU).

The Asian Development Bank (ADB) identified four key elements of good governance: accountability, participation, predictability and transparency. To what extent has the CBMS, which was primarily developed for poverty monitoring, promoted good governance at the local level? For the CBMS practitioners amongst you, the answer is probably crystal clear. But let me share with you our own experience with the CBMS.

First, the CBMS generates information that allows better analysis of the poverty situation in a locality. This in turn leads to better targeting of programs and projects among households. With more accurate information, policymakers, together with the community, are able to monitor progress or lack of it. Citizens are therefore armed with information with which to exact accountability from their local officials. This is good politics from the perspective of both the local chief executives and the voting public. With elections just around the corner, CBMS provides objective as well as accurate information which can be used to assess the performance of local leaders on how they have been able to support economic and social development.

Second, the process of generating data by the CBMS is highly participatory, with the enumerators and processors drawn from the LGU and the community. CBMS builds the capacity of the LGU to generate information, assess their poverty situation and think of

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1 See “Quality of Local Governance and Development under Decentralization” by Capuno in Balisacan and Hill (2007).
solutions or program interventions. The system therefore is empowering and supports community-driven development.

Third, CBMS is a system that provides an organized process of needs assessment, design, targeting and impact monitoring of interventions. With more accurate information generated by the CBMS, there is not only a better understanding of the current poverty situation but also, when combined with good planning techniques, better goal setting, identification of strategies and program design as well as improved data for monitoring. Hence, there is greater predictability in development outcomes and more realistic expectations on what can and cannot be achieved given a time frame. CBMS therefore allows for better planning and investment programming for development.

Furthermore, the more accurate household information provided by the CBMS process has been very useful in resource allocation or budgeting to support poverty-related programs that have really been multi-sectoral. This is consistent with the current view that poverty is multi-dimensional and goes beyond income deprivation. At the local level, the CBMS is supportive of a poverty-focused budget process.

Lastly, the practice of disseminating the findings of the CBMS on problem areas, possible poverty causes and interventions to community leaders and officials through user-friendly tools like GIS maps has been very much appreciated. This transparency has allowed better monitoring of development outcomes by the community.

In general, the application of the CBMS has led to local governance that supported evidence-based decisionmaking and community-driven development. Impressive development outcomes have been reported in LGUs that have so far used the CBMS.

**Trends in Local Development and Implications on CBMS**
Given the direct correlation between good governance and local economic development, how can we further enhance the CBMS to entice greater participation by non-users and sustainability among current users? As we face new challenges, there might be a need to think of how the CBMS can be made a more effective tool for poverty reduction, in particular, and local economic development, in general.

Since the CBMS was primarily developed to support poverty reduction at the local level, allow me to digress a little and assess
current progress in poverty reduction and from there, hopefully gauge important lessons on how to further support the CBMS. The basic question that needs to be answered is whether or not we are on track to meet the MDGs by 2015. The 2008 MDG Report released by the United Nations indicates the good news that the overarching goal of reducing absolute poverty by half is within reach for the world as a whole. This is, however, primarily due to the extraordinary economic success in most of Asia but the story is different in Africa, the Transition Economies and West Asia. Among the 8 MDGs, greater effort will be required to achieve the targets for addressing malnutrition, gender parity in both primary and secondary school enrolment as well as high maternal mortality rates, among others. Additional measures are also needed in addressing slum dwelling and sanitation.

At the home front, the latest poverty statistics released by the National Statistical Coordination Board (NSCB) indicate that poverty incidence improved between 2000 and 2003 but worsened between 2003 and 2006. About 26.4 percent of families in the Philippines live below the poverty line. This translates to about 4.7 million poor families, an increase of about 700,000 families in a span of three years. The National Economic and Development Authority (NEDA), in its report, highlighted the wide regional disparities in the country, with six out of the ten poorest provinces located in Mindanao. Despite the recent poverty data, though, the National Anti-Poverty Commission (NAPC) remains steadfast and confident that by 2010, poverty targets in the medium development plan can be achieved. NEDA, as reported in its latest assessment of the MDG goals, is also confident that the Philippines will likely halve the proportion of poor families by 2015 from the 1990 level. And similar to the latest MDG World Assessment, there are two goals which the Philippines will not likely meet, namely, the achievement of universal primary education and improved maternal health.

The bad news, however, is that the above assessments were made before the current financial meltdown. The government is currently in the process of reassessing its situation given the prognosis on the extent of the world economic slowdown.

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1 Refer to [http://undp.org/mdg/basics_ontrack.shtml](http://undp.org/mdg/basics_ontrack.shtml)
But even without waiting for the results of the analysis, let me share with you my own thoughts on the implications of these trends on the CBMS.

First, the disparity in development across LGUs and the mediocre performance of the Philippines in reducing poverty point to the need for better targeting of the poor. While national poverty reduction programs have been initiated by the president and NAPC, a greater role has to be played by local chief executives in identifying the extent of their poverty problem and in designing their own interventions. Today, with more information on local poverty even at the municipal level, there is greater scope for better resource allocation for poverty reduction. The CBMS will definitely be useful in pinpointing the households in need of assistance at the local level. Local chief executives therefore have no excuse in not being able to provide the basic services to those in need if they have CBMS data.

However, for better allocation of resources, there should be greater complementation between national and local level poverty reduction initiatives and programs. This can start with complementation in adopting targeting tools and procedures.

Second, having passed the midway point in the MDG timeframe, the CBMS can assist in improving the monitoring of the goals which the Philippines will not likely be able to meet. The latest NEDA report in fact has started to “localize” the MDGs, indicating the regional likelihood to reaching each of the 8 goals. In this report, nine out of 17 regions have been identified as having low or medium probability of meeting half of the 16 targets identified as relevant to the Philippine setting. Region 1 has the most number of MDG targets (12 out of 16) with high probability of being met by 2015.

Third, enhancing the analysis of CBMS data so that they can be used for better planning is important to support a poverty-focused budget. The planning and budgeting linkage has to be strengthened, with the CBMS providing the information for better assessment of poverty and targeting of poverty programs.

And lastly, the current threat to the economy will definitely revive the concern for safety nets, which in turn will require targeting of the poor. The CBMS Team should be able to assist LGUs in designing safety nets for the poor. This may mean expanding the coverage of the
CBMS in order to identify the chronic and transient poor as part of the process of identifying vulnerable groups in crisis situations.

**Challenges and Some Thoughts on Future Directions**

As stated earlier, there is no doubt that the CBMS has been an effective tool for planning and good governance at the local level. Upscaling the CBMS will no doubt lead to better development outcomes at the local level. In this regard, what are some of the challenges that the PEP faces?

One, there is a need to clarify the uses and advantages of the CBMS both to the local and national governments. The potential of the CBMS lies in targeting the poor at the local level for purposes of local governments. However, for targeting at the national level programs which obtain support from the national coffers, other tools may be more effective. Greater coordination and consultation between local and national level agencies is therefore needed for effective poverty targeting, especially for nationally initiated poverty projects.

Two, the use of the CBMS at the provincial level is ideal and consistent with the national view that provinces should take the lead in directing and charting the development of the province and its component cities and municipalities. However, given increasing urbanization and the growing importance of cities as drivers of economic growth, greater efforts should be exerted in convincing city officials to use the CBMS for reducing urban poverty and easing urban congestion. Cities are also financially capable of bearing the cost of implementing the CBMS.

However, the LGUs where targeting is more needed may not be those who can afford to implement a CBMS. How can a local government generate resources for this? Perhaps including the adoption of the CBMS as one of the performance criteria in the giving of grants may be considered.

Three, CBMS should be used to complement similar data collection systems available at the local level in order to have a more holistic view of the economic and social conditions of LGUs. The DILG, for instance, has been advocating the use of the Local Government Performance Management System (LGPMS), which includes similar poverty indicators as the CBMS. The LGUs, to avoid confusion and
duplication of efforts, should be informed and provided the capacity on how to maximize the use of the available data systems at the local level.

Related to this, the national statistical agencies should play a more pro-active role in ensuring consistency of definitions and terms and reliability and accuracy of local level statistics. Garbage in, garbage out. The effectiveness of policy and program interventions depends on the quality of local statistics that are used at the local level. Further, the proliferation of data collection systems should be better monitored at the national level to maximize resources.
Preparation and Implementation Stage of CBMS in the City of Pekalongan, Indonesia

Basyir Ahmad

Good morning!

I am Basyir Ahmad. I am the Mayor of the City of Pekalongan in Indonesia.

The City of Pekalongan is located in Central Java Province of the Republic of Indonesia. It is one of the six cities in Central Java Province. By virtue of Autonomy Law 32/2004, local governments now have the authority to design, plan, budget for and implement local policies. However, availability of comprehensive data for planning and budgeting process remains a major constraint.

The existing practice of data collection is that each government office in the city collects household data. This is costly and often redundant. Fortunately, a new method for socioeconomic (welfare) data collection and analysis called the CBMS was introduced to us by the SMERU Research Institute. We realized that CBMS is highly accurate in family welfare ranking, thus, effective planning of local policies.

Preparation Stage

1. Governance Issues. Approval of the CBMS budget was the main issue at the Regional House of Representatives (DPRD). The CBMS budget being almost USD145,000 was beyond threshold and resulted to questioning. Initially, there was also lack of support from the lower rank officials of the Regional Development and Planning Agency (Bappeda).

*An edited transcript of the presentation of H.M. Basyir Ahmad, MD, Mayor of the City of Pekalongan, Central Java Province, Indonesia
Moreover, there was also strong resistance from the Local Bureau of Statistics (BPS) which is in charge of the local community census. SMERU’s credibility as a leading institution capable of conducting community surveys was questioned. We resolved this by involving the BPS in the Advisory Team.

2. Technical Issues. CBMS primarily depends on the community as data collectors. Coordination with local community groups is basic to selecting the enumerators. Moreover, developing the questionnaires entails understanding of the local context. Thus, collaborative work among government offices in the city, local NGOs, as well as the academy is essential.

Training on Data Collection

1. Training of trainers. Each census instrument was discussed, modified, and altered by the technical team in order to include questions specific to the local context. The trainers were local government officials, local NGO (Pattiro) workers, lecturers of the University of Pekalongan, and the technical staff of SMERU.

2. Training the village coordinators. The coordinators assisted the technical team and SMERU in supervising, reviewing, and collecting the completed questionnaires, which were then to be submitted to coordinators at the subdistrict level. There were 2 subdistricts’ coordinators and 24 kelurahan coordinators.

3. Training the enumerators. They were the local people, mostly housewives, with varied educational background from elementary to bachelor’s degree. Majority of them are senior high school graduates. There were a total of 280 enumerators.

Data Enumeration

The data enumeration will be done in 2 stages. The 1st stage will cover 2 subdistricts which consist of 28,000 families. Two questionnaires will be administered, once each for the family and neighborhood heads. At least 240 people will serve as enumerators. We have allocated 2 weeks for the data enumeration. We estimate that it will take about 30-60 minutes to administer the instrument to each family. It depends on
the number of family members, type of family members, and, more importantly, the educational background of the respondent and the enumerator.

**Issues on Training and Data Enumeration**

A number of issues and challenges were raised during the training and data enumeration. These are the following: (1) the challenge of collecting information from non-poor families; (2) the time for data enumeration which falls on a fasting month; and (3) the challenge of coordination since this project involves several stakeholders/institutions.

**Lessons Learned**

Building a sense of ownership for a new initiative is an important step. Moreover, the training process requires longer than seven days. This is to ensure that trainees have a comprehensive understanding of the questionnaires. Concepts and definitions have to be spelled out clearly to avoid multiple interpretations. Furthermore, careful selection of enumerators is crucial. Educational background is an important factor to consider, but more importantly, enumerators must have a good understanding of the concept, definition, and purpose of the questions so they can translate the questions into the local language. Age is another important factor to consider when selecting enumerators.

**Next Steps**

For Phase 1, our next set of activities includes training for data entry, analysis, reporting, and dissemination. These activities can begin when the budget is disbursed from the DPRD, which is dependent on the acceptance of budget accountability for the data enumeration activities.

Under Phase 2, another census will be conducted in the remaining two subdistricts. This will involve the same activities with stage I including training to advocate on the use of CBMS for planning and budgeting programs.

The expected outputs from this collaboration include the following:

- a census of all families in the city that will provide accurate data for planning policies and programs across different
sectors, and monitoring the human development index (HDI) and the Millennium Development Goals (MDGs);
- a database on the community’s socioeconomic welfare; and
- welfare ranking of all families in the City of Pekalongan.
Availability, Access, Demand, and Use of Data for Local Development: Case of CBMS in Tivaouane

El Hadj Malick Diop

Context/Justifications
Access to better living conditions is an integral human right and is the basis for the legitimacy of development policies—the development, implementation, and monitoring of which are considered an obligation of states and governments.

The latter translates their policies into plans, programs, and budgets that are supposed to lay out the strategies, objectives, and resources needed to achieve the anticipated results. Several decades of programming and budgeting policies have not made it possible to meet in an efficient way the varied, disparate, and specific needs of the populations. Positions, objective limits, and constraints have not been taken into account. This has skewed the planning and budgeting process and preserved inequalities between the rich and the poor and between the safe and the vulnerable populations.

On the basis of this report, the commune of Tivaouane has, for many years, implemented policies with gender-sensitive objectives in order to correct the inequalities reinforced by several decades of traditional budgeting. The latter does not take into account the specificities of agreed-upon investments on the beneficiary populations and concern for socioeconomic effectiveness.

But the development, implementation, and monitoring of gender-sensitive budgeting calls for methodological, logistic, and technical preconditions assured through the installation the Community-Based Monitoring System (CBMS).

* Deputy Mayor, Tivaouane, Senegal
The CBMS is a tool for the collection, analysis, and monitoring of data on the socioeconomic situation of chosen populations within the framework of the households and community as well as the specificities they present.

This mechanism efficiently contributes to gender-sensitive planning and budgeting, which is effective and equitable.

**Objective**
The objective in installing CBMS is the promotion of local development by fighting poverty, which is, at the same time, a factor and product of underdevelopment.

This objective is further broken down into the following specific objectives:

- To equip the commune with a tool relevant to the planning and monitoring of the OMDs
- To feed the database in order to consolidate information that will enable concerned entities to proceed with planning and budgeting exercises aligned with gender-sensitive objectives.
- To evaluate ongoing policies, programs, and projects in light of their gender sensitivity and in relation to the OMDs
- To institutionalize the gender approach into the system of urban management and governance
- To improve the production and use of statistical data
- To measure, in a more efficient way, local development by means of reliable and up-to-date statistical data
- To develop a geographical information system (GIS)

**Installation Strategy of the CBMS:**

**Methodology**
The installation of the CBMS fits into the formulation of the commune’s Local Agenda 21. It follows the methodology of the Programs Cited as Durable (PCD)/ Local Agenda 21 which emphasizes participation, intersectorial cooperation, and consultation.

The inclusion of all actors in the design and the installation of the CBMS answers two major concerns: effectiveness in the identification of its elements and components and the adherence of all the political,
institutional, and community actors in the use and exploitation of the tool.

Process
The process followed is broken down as follows:
- Presentation of the project to all the actors and eliciting concerns from the different services, institutions, and actors
- Brainstorming and leveling among the actors
- Presentation and validation of the elements and components of the CBMS
- Presentation and validation of additional activities

Presentation of the Current Situation and its Limits:
In spite of the existence of a number of tools such as the PIC (Communal Investment Plan), PLD (Local Development Plan), PDU (Urban Master Plan), PE (Environmental or Urban profile), PDA (Master Development Plan), the planning and improvement of land registers suffers at the roots from lack of reliable data on the land, the evolution of development sectors, the households, and the availability and quality of resources.

This lack of information is due to the absence of specialized bodies on the level of the municipality and the lack of coordination between the regional or departmental decentralized services and the commune. A good use of these tools supposes that one understands and exploits their complementarities and that a tool, which gathers information and data so as to direct their presentation in the direction of documenting and informing the policies and programs, will be produced.

Need for the Installation of the CBMS
Even if the available planning documents offer a picture of the commune’s priority actions, they unfortunately do not give precise information on the state of poverty on the household level and on variables relating to gender, status, socioeconomic position, level of education, constraints, and other categories of population.

Therefore, data collectors must be familiar with the cartography of poverty and the production of statistical data on the populations if they are to rigorously target the recipients of poverty-alleviation policies. It is this lack which CBMS intends to fill by offering an ideal
framework for the production, analysis, and use of data for better action planning and to correct the inequalities reinforced by former policies that hardly took into account the specificities of the populations.

Production and Use of Data

The establishment since 2004 of the commune observatory of the households’ living conditions within the framework of measuring the impact of macroeconomic policies constitutes the starting point of data gathering on the households; on the districts; schoolchildren; children who do not know how to read; the distance from medical and school infrastructures; the difficulties in assumption of medical responsibility; and problems of access to basic social services like water, electricity, and cleanliness/sanitation.

The results of the household and community surveys of 2003 and 2007 filled the void compared to the urban database developed in 2002 which was more focused on urban data, to the neglect of demographic data. The combination of these two information and data sources made it possible today to inform all the decision makers and actors about the inventory and report in the fields of education, health, safety, hydraulics, food, etc.

Today, municipal decisions and policies are inspired by the information provided by the CBMS, which makes it possible to prepare and document all meetings on strategic and operational planning.

The CBMS also made it possible to identify each sector’s priority problems, equipment needs, and the needs of the most vulnerable populations so that appropriate action could be taken. We can cite, among others, the following achievements based on information from CBMS:

- Better access to the network potable drinking water for the underprivileged populations
- Construction of three new elementary schools (Tiv 9, 10, and 11) to facilitate access to education among the children at the outskirts
- Improvement of nutritional reinforcement sites in favor of children aged 0 to 52 months as well as expectant and nursing mothers
- Strengthening of food security among the poorest families of the commune
- Better distribution of seeds and inputs within the GOANA framework
- Production of an OCB file which will have a significant impact on the city
- Classification of the OCB according to fields of activity
- Identification and training of people living with HIV /AIDS
- Identification of transportation needs and improvement of asphalted roads serving as passage roads
- Identification of sanitation needs, which paved the way for the construction of an 8 km line for the drainage of rainwater
- Identification of the need to treat or clean wastewater
- Identification of health needs and the transformation of hospitals into third-degree structures
- Identification of populations to be given mosquito nets
- Distribution of mosquito nets to 80 percent of the population that needed them.
Community-Based Monitoring System (CBMS) in San Julian, Eastern Samar*

George N. Erroba

San Julian is one of 23 municipalities in the Province of Eastern Samar. It is a 5th-class municipality, which means that it has a very small Internal Revenue Allotment (IRA). As a local chief executive, I came to know of community-based monitoring system (CBMS) in 2004, and we were able to finish its implementation in 2005.

We implemented CBMS in our local government unit to have first-hand information on the welfare situation of our constituents and to conduct an assessment of poverty disparities across barangays and the factors that lead to this situation. As a result, we will be able to design and come up with effective mechanisms to eradicate poverty among our people. We were likewise interested in reviewing the impacts of our programs and policies.

The following are our specific objectives in our CBMS project:

1. To identify social needs/concerns of every household. We wanted to know the concerns of our households as well as to find out the specific areas where they are mostly in need of assistance. This was because we wanted to come up with very specific interventions that would address these concerns.

2. To acquire easy access to economic, social, and political profiles of each barangay. Through CBMS, we are already able to access information about our constituents, our barangays, and our municipality as a whole.

3. To determine the types of interventions for the progress and improvement of our locality. Since we already have an idea on

*An edited transcript of the presentation of Hon. George N. Erroba, Mayor, San Julian, Eastern Samar, Philippines
how our people are faring just by looking at the CBMS core indicators of poverty, we will therefore be able to identify areas for policymaking, program implementation, and reforms. Right now, we have a policy that the municipal government will only provide counterpart funding to barangay projects which were identified using CBMS.

Through CBMS, we found out that we have a relatively young population. In fact, 70 percent of our population is 35 years old and below. We also found out that most of the households which have incomes below the poverty threshold and which have experienced food shortage are also those households with members who have very low educational attainment. We quickly realized that some changes in our priorities have to be made. For so many years, our local government has prioritized agricultural development, which is quite understandable since the majority of our people are engaged in agricultural livelihood. After conducting a thorough analysis of our CBMS data, I decided to shift our focus from agricultural development to the education sector. One of our goals now is to eradicate illiteracy in our municipality.

I believe that even with this change in priority, agricultural development will still be achieved. Let me cite a concrete example. The Department of Agriculture regularly provides brochures, leaflets, and trainings on modern methods of farming. Yet these farmers and fisherfolk do not even understand and appreciate these interventions since they are poorly educated.

We are very glad that we have found a partner in Terre Des Hommes-Netherlands (TDH) in working towards the achievement of our goals. We are now focusing on Early Childhood Care and Development (ECCD), Alternative Learning System (ALS), and on ensuring that children who are of school-age are really attending school.

Before I end, I would just like to say that perhaps it is already high time for the national government to issue a policy that all local government units should implement CBMS so that they too can work on identifying convergence strategies in those areas where the poor are located.
The CBMS-Benin Experience: Learnings and Suggestions

Étienne Christian Sossouhounto

On behalf of our former President, now Mayor of Cotonou, Nicephore D. Soglo, let me sincerely thank the organizers of this 7th Conference on Poverty and Economic Policies, especially Ms. Celia Reyes, for showing much importance to the officials in general and to those coming from the Republic of Benin’s capital city of Cotonou.

The Mayor of Cotonou has expressed great interest in all these activities for our people’s well-being in our concerted fight against poverty. He would have wanted to personally attend this conference but he was constrained by the numerous concerns associated with the ongoing budget session. So did his 1st Vice-Mayor Lehady Soglo.

I was chosen to represent the Mayor of Cotonou because I am responsible for helping find solutions to social issues of the city, and that includes the fight against poverty.

Strategies against poverty and social inequalities are at the heart of development policies of both the central and local governments. In developing and implementing these strategies, local elected officials represent the public interest and as they administer a juridical territory, they are responsible for determining the appropriate public policies.

Ladies and gentleman, it is clear that there can be no reduction of poverty and inequality unless the poor are given guaranteed access to basic services. In this context, decentralization policies make sense only if they succeed in expanding the people’s access to basic services.

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*3rd Deputy Mayor of Cotonou, Benin*
Local communities should get deeply involved in the fight against poverty through the implementation of anti-poverty strategies.

They should also encourage local political struggle against poverty and social inequalities through local development plans.

The city of Cotonou has prepared its development plan based on the poverty and inequality conditions in general and mainly on the results of the poverty survey conducted by the leaders of the Community-Based Monitoring System, particularly the investigation led by Ms. Odile Attanasso. Not only were the results of this survey in the 13th urban area of Cotonou taken into account in drafting the development plan of the city of Cotonou, but they have also been included in a document entitled “Urban Indicators for the Municipality of Cotonou.” The director of the Municipal Development Department had made this document available to the PEP Secretariat.

Given these experiences and background, I wish to present the following suggestions:

1. For the African governments, they should, among others:
   a. Accelerate the transfer of skills and resources to local communities to enable them to develop and pursue policies for reducing poverty and social inequalities. These transfers should give local governments the ways and means to integrate the actual implementation of projects on access to water, basic education, and health care in the context of local development.
   b. Fully involve the communities in the discussion, monitoring, and implementation of national strategies against poverty, especially on the issue of budget.

2. For the local communities of developing countries, they should, among others:
   a. Take part in the discussions, monitoring, and implementation of national strategies against poverty and social inequality.
   b. Get together to influence the policy of decentralization of human and financial resources.
c. Build networks of partnership and develop cooperation with organizations, associations, and small and medium-sized enterprises at the town scale.

3. For the development partners, they should:
   a. Mobilize the necessary human and financial resources for the training of elected officials and executives of local authorities.
   b. Support the process of decentralization of taxation.
   c. Mobilize funding necessary for the emergence of local democracy.

4. For the PEP Network Coordinators, we would like them to:
   a. Support the extension of the poverty survey in all districts of Cotonou.
   b. Support the Mayor of Cotonou to achieve other specific investigations, such as the updating of local urban indicators.
   c. Support the Mayor of Cotonou in getting support from other donors to help build more community infrastructures that would enable people to have greater access to essential basic services.

Thank you.
Use of CBMS for District Development and Poverty Reduction

Oeum Sokhun

Good morning ladies and gentlemen!

I am happy to be here and quite honored to share with you the experience that we had with CBMS in our district.

Let me introduce myself, I am Oeum Sokhun, the Governor of Ekh Phnom District of Battambang Province in Cambodia since 1990. Ekh Phnom is located about 290 kilometers from Phnom Penh. Meanwhile, Batambang Province has 8 districts, one of which is my district which is located 50 kilometers from the main city. My district has 7 communes.

First, let me say that we capture a wide range of development activities which aim at reducing poverty.

One of these development activities — and which is really important for us especially at helping the poor — is building rural infrastructure. Rural infrastructure development is the first priority for our district and the data that we have call for our channeling of resources to the most needy areas. Rural infrastructure includes construction of roads, building of schools, building of irrigation facilities, provision of clean water and sanitation for people, and protection of the environment and living condition. At the same time, we can achieve and maintain development through human resource development by building awareness among local people, improving social security and making resources available for the poor.

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*An edited transcript of the presentation of Mr. Oeum Sokhun, District Governor of Ekh Phnom District, Cambodia.*
Second, according to our experience, the Community-Based Monitoring System (CBMS) has really been useful for us to identify the poor, to know where they are and also know what they need.

In our district, we learned that most of the poor could not participate in and could hardly benefit from the current development programs that we have in place.

People have different needs according to our experience, especially for special development activities like food for poor children so that they could be in school, and for specific projects like providing free services to the poor especially on health. Another thing that we learned from the CBMS indicators is that we need to empower and train the poor so that they will have jobs.

We often have ambitious plans because we want to do a lot for the poor. But we always have a problem with limited budget from the national government.

CBMS helps us in prioritizing pro-poor development activities and channeling the limited resources that we have to the poorest areas in our district.

Another lesson learned from our CBMS participation is that it is a very good tool that creates and strengthens a culture of self-governance, promotion, monitoring and direction of the development process in our district.

Through the CBMS, we have come up with a number of development priorities, including the building and strengthening of commune leadership. This also helps us strengthen the decentralization process, especially in preparing development plans in order to respond to and address the needs of the poor.

CBMS provides us with very good indicators and helps us in planning. The development plans are prepared at two levels: the commune and district levels. More importantly, they actually contribute to the democratic development process in Cambodia where local people can have their own decisionmaking capabilities.

In the decentralization process, we have long-term and medium-term plans wherein the commune and district units are working together.

Moreover, we all understand that we have a lot of activities that we want to achieve but unfortunately the national government could not respond to all of them. Hence, through the CBMS, we are able to
put into practice the development plans of the commune which in turn lead to a more equitable resource allocation process.

I would like to share with you some examples of what we have achieved through our use of CBMS data.

So far, through the CBMS and with the assistance of the national government budget, we were able to implement the following projects: a 15-kilometer road, a 27-kilometer laterite road, 4 schools and other ongoing activities including installation of electrical lines, dam water network construction, provision of safe drinking water (well and pipe), toilet project construction, microfinance, fish pond culture, vocational trainings on agriculture, primary health care, and sustainable environmental management.

Let me conclude by saying that CBMS is a very useful tool for building local governance, enhancing the democratization process and strengthening local leadership.

It is a tool that can help us to implement the government’s new “Rectangular Strategy” more effectively for poverty reduction.

However, this is still a new initiative and we still need a lot of assistance, especially in terms of capacity-building and mentoring from the National Institute of Statistics (NIS) and the Ministry of Planning.

I would be very happy if we can expand this CBMS activity to other communes in our district. Thus, I will bring up this initiative and share it with the Governor of Batambang Province in order to get his assistance for the expansion of this program.

Thank you.
Use of Community-Based Monitoring System in Kratie Province, Cambodia

Kham Phoeun

Good morning ladies and gentlemen!

I would like to express my deep thanks to the organizers and especially for providing me a chance to visit the Philippines.

Let me share my experience in using the Community-Based Monitoring System in Kratie Province.

To effectively implement the country’s decentralization and deconcentration reform policy, local government units need a good database. We need digestible information to help us plan and implement the national poverty reduction strategies. I would say that these strategies are also in line with the achievement of the Millennium Development Goals (MDGs).

Let me share our experience in using the data. CBMS provides us basic information for coordinating development planning and management of development projects in our province. As for government planning, we have Five-Year Provincial Development Plan (PDP) and three years rolling Provincial Investment Plan (PIP). At the community level, we have five years Community Development Plan (CDP) and 3 years rolling Community Investment Plan (CIP). CBMS is a useful tool for the Planning Department especially in providing substantive inputs for community development in the CBMS sites. In May 2009, we will have commune election. The CBMS also provides information to monitor development outcomes at the district and commune levels. In our province we have a law that the planning

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*An edited transcript of the presentation of H.E. Kham Phoeun, Governor, Kratie Province, Cambodia*
department will institutionalize and use the information and build capacity in managing this database.

The CBMS team also provided training to my commune staff on how to collect, read and use the data. As you can see, our CBMS data captures a wide range of information including detailed information about demography, housing and amenities, education, health, employment and occupation, income and expenditure, assets, land ownership and productivity, shocks/crises, domestic violence and security.

CBMS provides good indicators on how to identify the poor and to assess progress in our area. However, it also has some limitations. First, the coverage area of CBMS is too small. We need the CBMS for all communes or at least for the entire district. We also need further training on its use for planning, especially for our commune and district level officials.

Let me share some developments in the use of the CBMS. We can identify the area where we should focus our development activities. For instance our line departments were able to prioritize the following development projects based on the results of our CBMS:

- **Agriculture Department** - establishment and training of local fisherfolk organizations.
- **Women Affairs Department** - training on domestic violence, human trafficking and gender networking.
- **Rural Development Department** - basic infrastructure construction and rehabilitation.
- **Water Resources Department** - extension, water user group establishment, culvert, dam, repair and construction
- **Environment Department** - plantation, community agent training, water pollution system building, awareness on environment.
- **Health Department** - health post construction, primary health awareness training.
- **Education Department** - construct school building, illiteracy education.
- **Land Management, Urban Planning and Construction Department** - produce land use map, participatory land use planning application.
Through CBMS, we will also be able to provide assistance and free services to poor households such as free health care, scholarship, social concession land contribution and exemption of local contribution, etc. The CBMS will be able to help us in measuring changes in welfare conditions of households in our community.

**Concluding Remarks**

The CBMS provides good, reliable and simple information for more effective planning, monitoring and evaluation of development activities in our province.

At the same time, it enables us to effectively implement the Government Rectangular Strategies Phase II to promote inclusive growth for poverty reduction. It can also support the Commune Council through monitoring and evaluation of its activities. It also ensures that the line departments will be able to provide technical and timely support to the Commune Council. It also helps us in coordinating the implementation of government decentralization policy and capacity building.
Use of CBMS in Local Governance: The Case of the Provincial Government of Marinduque

Jose Antonio N. Carrion

Background
The province of Marinduque was chosen one of the pilot provinces under the “Strengthening the Government Capacity for Poverty Assessment, Plan Formulation and Monitoring”, a technical grant assistance under the WB-ASEM Program in 2004 which led to our implementation of the CBMS in 2005. The province became one of the few provinces in the country that have a complete survey of households using CBMS as a tool. It took the province almost a year to come up with a CBMS result. Various strategies were applied in order for the implementation to become successful. The CBMS survey in 2005 was a joint undertaking of the Provincial Government of Marinduque and the six local government units (LGUs).

What is CBMS?
The Community-Based Monitoring System or CBMS was developed in response to the need for a regular source of up-to-date information at the local level. Data that are normally used for planning and programming are secondary data which, often than not, are unreliable and inadequate.

The Census on Population and the Family Income and Expenditure Survey (FIES), for instance, are being generated in two separate periods, although both are being undertaken by the National Statistics Office (NSO). The FIES is done three years after each Census on Population. There are also data requirements that can only be generated from one

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*Governor, Province of Marinduque, Philippines*
agency as an official source. Examples are on health matters from the Department of Health (DOH); nutrition data as generated from the DOH and the National Nutrition Council (NNC) and its local counterpart; data on agriculture and fisheries generated from the Bureau of Agricultural Statistics (BAS) and others. Most secondary data have different reference periods.

**Why CBMS?**
The CBMS can capture almost all the basic data that we need, especially if our programs and projects would pertain to human and social capital like health, education, nutrition, housing, income, peace and order and the production sector. In particular, CBMS is viewed as a way of providing necessary data as a guide for planning and monitoring at the local level and are practically reliable for all decisionmaking processes. The tool can also provide adequate information to back up policy formulation, design and implementation of programs and projects for eligible beneficiaries. Without a reliable source of data, local planners opted to “shoot an arrow” which unfortunately often hit less or none at all of the eligible targets. With CBMS, we now have a disaggregated set of data that can easily target and identify Who are the poor? Where are the poor? Why are they Poor?

Adopting the Department of the Interior and Local Government (DILG) Memo Circular 2003-92 for the institutionalization of the 14 Core Local Poverty Indicators, CBMS as a tool can provide access to the following data:

1. Households with access to safe water
2. Households with access to sanitary toilet
3. Infant death
4. Maternal death
5. Households with malnourished children
6. Households who are living in makeshift housing
7. Households who are living below the poverty threshold
8. Households who are living below the food threshold
9. Households who are experiencing food shortage
10. Households with children not attending elementary school
11. Household with children not attending secondary school
12. Households who are victims of crime
13. Households who are informal settlers
14. Households with members who are unemployed

There are also proxy indicators that can be generated out of the CBMS like migration, people’s participation in civic and government organizations, solo parents, senior citizens, persons with disability, list of overseas Filipino workers (OFWs) and waste management practices of each household, among others. In our 2008 CBMS, agriculture and tourism, the current administration’s thrust, were given emphasis and focus.

The Planning Managers’ Point of View on the Need for Up-to-Date and Reliable Data for Program Implementation

With the limited resources that LGUs are facing, development planners and policymakers, particularly the Local Chief Executive (LCE), need to ensure that the delivery of basic services is prioritized with the highest possible cost-benefit ratio. We need to be precise in identifying development needs and in measuring levels of performance. We need reliable data in order to formulate appropriate programs and to implement projects.

In order for our local plans and programs to be effective, various tools are usually initiated. But often, before we realize it, these tools, which are sometimes still under study, already cost the government so much funds and yet, they are neither effective nor timely. Further, even before a tool is fully implemented, it is either scrapped or replaced by another tool, and the same fate happens through the years.

The practice of discontinuing programs that are associated with previous administration/s is also an issue that is difficult to address as it becomes part of the culture even if it is to the disadvantage of the poor. Validating the identified poor families as target beneficiaries normally takes a long time and requires much resources in terms of both manpower and financial; hence, validation is no longer being undertaken. Moreover, before programs could have been fully implemented, political events like elections causing the change in administration take place. These result in a change in priorities. This is the common dilemma of planning managers and implementers.
Fighting Poverty as an Administration’s Goal

Poverty is viewed as the deprivation of essential assets and opportunities for which every human being is entitled to have access like the primary health care services, basic education, decent housing and employment.

The 1997 poverty data of Marinduque were estimated on the basis of the poverty incidence of the Southern Tagalog Region which stood at 30.0 percent (for lack of an disaggregated data for the province). In 2000, the proportion of poor families or those whose annual per capita income is less than PhP 11,553.00 for a family of five (5) was 42 percent. This went up to 45.2 percent in 2004 for which the poverty threshold was PhP 12,949, based on data of the NSO and the National Statistical Coordination Board (NSCB). These poverty data will, however, have to be validated with the concerned agencies.

Whether the increase or decrease in the poverty threshold and in the number of population has something to do with the increase/decrease in the magnitude of poor families, there is a need to conduct an in-depth research to determine this. However, as long as we are dependent on secondary data coming from agencies which officially release these data at different reference period, the matter will be subject to debates. Benchmarking cannot be very useful using data of different sources and reference periods. Marinduque is thus fortunate enough to have a set of panel data that will be computerized as soon as the 2008 CBMS survey is completed.

Marinduque’s CBMS Survey of 2005 showed that the proportion of household population who are living below the poverty threshold (those with income less than PhP 37.00 per day per head) was 61.7 percent. However, since not all LGUs in the country are CBMS implementers, national government agencies are still bound to use NSCB data. Still, whatever survey or research to determine the poverty level of the province will be used as baseline data, what counts are the efforts to address the issue. Nonetheless, unless the development efforts are done for the benefit of the poor families, they are useless.

The goal of eradicating poverty is a national concern but without the LGU support, this is close to impossible to achieve. The strength of the national government can be drawn from the LGUs. Partnership
with the private sector and non-government organizations (NGOs) is also vital considering the high dependency of LGUs on the Internal Revenue Allotment (IRA) which is very meager though to address the issue on hunger and poverty.

Given the above scenario and realities, the Marinduque provincial administration felt the need to implement the CBMS (updating) and committed to utilize it fully.

Use of CBMS in Local Governance

Upon my assumption of office, I immediately called the attention of the provincial planning and development officer (PPDO) and instructed him to conduct an in-depth data gathering which can be used to determine the target beneficiaries of the available funds to be utilized for the administration’s priority programs and projects, as per the Governor’s Executive Agenda. Learning of the CBMS, the Governor immediately issued an authorization for the updating of the CBMS especially because an enhanced CBMS for MIMAROPA incorporates agriculture and tourism, the administration’s priority thrusts. This action was fully supported by all the Municipal Mayors in the province. A Memorandum of Agreement was then signed as a manifestation of support for the Updating of the CBMS.

The PPDO was also instructed to draft an Executive Order institutionalizing CBMS as an official data-gathering mechanism of the province that will be used to target/identify eligible beneficiaries and to formulate plans and programs. In one of our assembly meetings with the Barangay Officials, I directed them to fully support the conduct of the CBMS survey and no Barangay projects shall be provided with financial assistance if they will not use the CBMS for the targeting of beneficiaries. In this way, it will be easier to monitor the output of the programs and projects, and be able to determine whether or not the programs being implemented and the assistance being provided have any economic impact in their lives.

Many of the projects initiated and implemented under my administration are geared toward human capital development. Example of these are: the Haplos ni Bong that extends financial loan assistance with no interest to recipients; the various livelihood projects through the Technology and Livelihood Development Center; the establishment
of employment kiosk assisting jobseekers right at the doorstep of the PESO; provision of school supplies to all Day Care Children, Pre-elementary and Grade 1 pupils provincewide inasmuch as lack of money to buy school bags and other school supplies is one of the reasons why most parents cannot send their children to school at their right school age; being at par with other schools and school children in attaining global competitiveness through, for one, the provision of computer units to grade schools; more improved nutrition program to address the malnutrition problem; procurement of Mobile Clinic to bring the government program closer to the people, particularly those in the countryside; and the formation of the Marinduque Education Stakeholders Alliance, a tripartite organization that will focus on the education sector.

The Provincial Government ties up with the 57-75 Reverse the Education Crisis campaign to assist the local government in addressing the problems on education and nutrition. Farm-to-market roads are also constructed to give access to the production sector.

Once the result of the 2008 CBMS survey comes out, the provincial administration will not hesitate to realign its plans and programs if the CBMS findings call for it, especially if they are validated by the Barangay residents. With CBMS, the Barangay Operationalization for NeoPolitical Governance will also be implemented, empowering our Barangay government and the community to develop and implement plans at the local level.

In addition, I learned that the United Nations Development Programme (UNDP) was very generous in providing grant assistance to Marinduque, specifically for the municipality of Torrijos for waterworks projects in barangays Bangwayin, Payanas and Malinoa; one livelihood project (Organic Native Chicken Dispersal) for Bagtingon, Buenavista; and one waterworks project for Tiguion, Gasan. The Peace and Equity Foundation (PEF) is also known for having helped poor provinces like Marinduque. Meanwhile, the Norwegian Mission Alliance used the CBMS data in validating the information generated from national government agencies. Barangay Yook in Buenavista, a 5th class municipality became the pilot Barangay of the Norwegian Government through the Norwegian Mission Alliance (NMA) in providing project assistance focusing on education, nutrition
and community and youth development programs. A Memorandum of Agreement between the Provincial Government and the NMA was signed building a stronger partnership and signaling the expansion of their program in other barangays and municipalities. Through the Department of Social Welfare and Development (DSWD) KALAHI CIDDS program, there were seven barangays in the municipality of Buenavista which became beneficiaries of waterworks projects. These are the barangays with difficulty in accessing safe water. Hopefully, in the updated CBMS survey for 2008, these barangays which were identified in the CBMS as having inaccessibility to services and facilities, will no longer be part of the magnitude of population that are experiencing inaccessibility.

Finally, let me stress this: CBMS is one effective and useful tool to be used as a guide for a leader to push through his priority programs and projects. But how effective and useful could it be if the one leading his people is not a hands-on leader? A leader is one who has a Vision, one who knows the people he is leading and the province where he grew up in and cares for so much. For some of us who are aware of what the CBMS can do, it can be viewed as a tool for someone who is aspiring for a good political career. It is an arm that can strengthen someone’s political status. If used correctly and with sincerity, and with the Almighty’s guidance and Love, CBMS is good politics and good politics is good governance. And let not CBMS be used to serve only oneself and to benefit only those who lead, but let it be his guide to serve the majority who are in need by way of implementing appropriate programs and projects so that the meager resources that we have can be used wisely and conscientiously.

Building a strong partnership between the LGUs and the CBMS will in due time therefore alleviate the sufferings from poverty of the ballooning population of poor families.
CBMS in the Province of Agusan del Sur*

Allan Santiago

I was looking forward to this forum with mixed feeling of humility and pride. Humility because, as a budding public servant, I was given this rare opportunity to talk, before a host of development stakeholders, about one of our effective, practical, and useful tools in the performance of our primary service to the people. And pride because, somehow, this opportunity affirms that our province is on the right track in terms of local governance and administration.

Presently, with an operational CBMS, the Province of Agusan del Sur has moved toward a well-coordinated approach to data and information collection or generation, analysis, and dissemination.

CBMS allows for the most accurate and truthful interpretation of poverty through reliable data generated directly from the ground. These data have proved essential and useful in enabling the Provincial Government to have a better and practical understanding of poverty in its varied dimensions.

In-depth knowledge of the poverty situation, made possible by the availability of CBMS data, is vital in the planning process and in formulating strategies that optimize the use of limited resources for effective anti-poverty actions and interventions.

To recall, the implementation of the CBMS in the province turned full swing with the first comprehensive survey conducted in 2005. This survey generated household data on the welfare status of the province’s 109,123 households, or a population of 549,946.

*An edited transcript of the presentation of Hon. Allan Santiago, Provincial Board Member, Agusan del Sur, Philippines
A database has also been established province-wide. It includes a complete coverage of households in the province’s 14 component municipalities and 314 barangays.

Moreover, a strong foundation has been laid out for use of a comprehensive set of CBMS-generated poverty and welfare indicators, which include 14 core indicators and 23 non-core indicators. These are now accessible and are considered key inputs for program and project planning and development.

The 14 core Indicators include basic and relevant data on (1) child deaths, (2) maternal deaths, (3) percentage of malnourished children, (4) no access to safe drinking water, (5) no access to sanitary toilets, (6) households living in makeshift housing, (7) informal settlers, (8) households with income below poverty threshold, (9) households with income below food threshold, (10) households that experienced food shortage, (11) members 6–12 years old not attending elementary school, (12) members 13–16 years old not attending high school, (13) unemployment, and (14) victims of crime.

The formats of information available are maps, reports, and graphs/charts.

At present, the local CBMS team in the provincial government, in collaboration with its municipal and barangay counterparts, is focusing its activities on the following:

1. Consolidation and harmonization of data from municipal databanks at the provincial level (2007),
2. Passage of Resolution No. 256-07 for adoption of consolidated provincial data by the Sangguniang Panlalawigan, and
3. Provincial Strategic Planning (2007–2010) endorsing the incorporation of CBMS findings into programs and projects (for example, TINA Project “Tubig Imnonon Natong Agusanon” for the identified population and areas which do not have access to safe drinking water, etc.).

We are happy to say that the relevant and validated data on the various CBMS indicators are now available at the provincial, municipal, barangay, and even household levels.

Through ranking of municipalities and barangays for each CBMS indicator, specific locations can be prioritized according to the severity of the problem. The provincial and municipal CBMS teams can provide
specific household-level information for prioritization of beneficiaries and for identification of appropriate intervention or services.

Through data-querying and data-mining, the CBMS teams at the provincial and municipal levels are also able to process complex requests from users. This has proven to be a powerful tool for identification and prioritization of beneficiaries. The CBMS information also enables the local government units (LGUs) to clearly identify priorities for resource allocation.

As mentioned, CBMS is a very useful and effective tool in prioritizing development interventions and programs. For example, through CBMS, indigent families are readily and easily identified for the Pantawid Pamilyang Pilipino Program (4Ps) whereby some 17,000 families will receive between PhP500 and PhP1,400 per month over a period of 5 years.

This translates into a total financial support to the poor of between P500 million to PhP1.4 billion.

The Pantawid Pamilyang Pilipino Program alone, which we have readily made use of because of the ready data that we have in CBMS, already more than offset our investment of PhP7 million, and I am talking of one program only.

Moreover, CBMS has provided valuable inputs into one of our priority interventions, the Convergence Development Program (CDP), in its planning and prioritization of geographic areas. The CDP is designed to align the priority programs, projects, and services of every government office and agency, pool all local resources toward a focused and integrated strategy, and maximize the impact of unified government interventions to spur local economic and social development.

Currently, we have targeted 32 barangays as pilot areas for the CDP.

Through the CBMS, 267 beneficiary households have also been readily identified for CDP livelihood support based on monthly per capita income of between PhP3,500 and PhP6,500.

Likewise, the 5-year ‘F1’ or Four”mula 1 strategy spearheaded by the Department of Health and our own Provincial Health Office had made good use of the CBMS information in its planning and implementation stages.

Agusan del Sur is one of only 16 provinces in the country to be selected for the F1 program, which is designed to fasttrack major health
improvement projects. The F1 strategy has 4 components: financing, regulation, service delivery, and governance.

On the same note, the Mindanao Rural Development Program (MRDP) has also used the CBMS data in its barangay development planning in the recipient municipalities of Santa Josefa and Prosperidad.

Likewise, the data on indigenous peoples in selected areas have been very useful to the National Commission on Indigenous Peoples (NCIP) in its deliberations on Certificate of Ancestral Domain (CADT) applications.

A significant outcome of this is the awarding of CADTs to the Manobo, Banwaon, and Talaandig tribes in the municipalities of Talacogon, Rosario, and San Luis on November 7, 2008.

CBMS was also a handy reference for a scholarship program designed to assist persons with disability. This was established and institutionalized through Ordinance No. 14-06.

CBMS data also provided the foundation for the selection of beneficiaries.

Further, CBMS data have also been used as basis by Municipal Social and Welfare Development offices in their proposal to enroll 39,000 PhilHealth beneficiaries in 2009.

The province is addressing the varied essential needs of development by undertaking similarly essential and relevant activities that directly correspond to the actions and measures needed. The CBMS as a supporting information system has proved useful and effective in this effort.

In a nutshell, the CBMS for Agusan del Sur means evidence-based legislations and executive decisions leading toward effective and efficient public service.

On this note, and recognizing and believing in the relevant usefulness of the CBMS, and to compliment the data of the latest 2007 census, the Provincial Government will allocate PhP5 million for another round of implementation beginning January of next year.
Utilization of Community-Based Monitoring System (CBMS) Data for Improved Local Governance in Region VIII* 

Ma. Mimietta S. Bagulaya 

Thank you very much to Dr. Celia Reyes for this opportunity to share with you how the community-based monitoring system (CBMS) has been successfully implemented not only in the Province of Leyte but in the whole Region VIII as well.

To give you an idea of where I am coming from, I am part of the CBMS Technical Working Group (TWG) which oversees and coordinates CBMS implementation in the region. A couple of years ago, we came to know of CBMS and realized that it is a good tool that provides not only reliable data but also points us to the right direction in solving problems in our respective local government units (LGUs).

Just to give you a bit of information on how CBMS was able to help us. In 2000, the Province of Eastern Samar registered the highest poverty incidence in the region at 47.3 percent. This was indeed very alarming considering that the national figure only stood at 28.4 percent. This was, of course, before CBMS. However, this was the situation at the provincial level only and did not provide clues to the disparities among LGUs. And so, we realized that we needed to implement CBMS.

Eastern Visayas is primarily an agricultural region with rice, corn, sugarcane, and coconut as major crops. In our region, school dropouts increase whenever there is a decrease in the price of copra. The price of copra can, therefore, serves as a good indicator of the economic well-being of our people.

*An edited transcript of the presentation of Hon. Ma. Mimietta S. Bagulaya, Vice Governor, Province of Leyte, Philippines
Our region is actually a showcase of a successful implementation of CBMS in the Philippines. The number of LGUs implementing CBMS in the region has actually tripled since it was first pilot-tested in 2005. This was due to a number of strategies that we have implemented, which include the following:

- National Government Agency (NGA)-Non-Government Organization (NGO)-Local Government Unit (LGU) Partnerships and Cooperation in CBMS Implementation
  - Mainstreaming of the Regional CBMS-TWG
  - Convergence of resources
  - Involvement of the Regional League of Planners and the League of Municipalities in the Philippines
- Organization and training of CBMS trainers
- Designation of program managers for CBMS in the regional, provincial, city, and municipal offices of the Department of the Interior and Local Government
- Technical assistance on the utilization of CBMS in the formulation of project proposal for the millennium development goal (MDG) fund
- Conduct of conferences and sharing sessions
- Initiation of a repository of CBMS data

Our champions of CBMS—Mayor George Erroba of San Julian, Eastern Samar and Mayor Arnelito Garing of Cabucgayan, Biliran—were very instrumental in convincing the Regional Development Council to issue RDC Resolution No. 6, Series of 2006 which endorsed the conduct of poverty mapping in all barangays in the region using CBMS as a tool. This resolution has influenced national government agencies as well as donor organizations to utilize CBMS for program implementation. CBMS has, therefore, paved the way for more evidence-based planning and budgeting at the local level.

To date, we have used our CBMS databases for the following:
- Identification of programs, projects, and activities during alliance building
- Harmonization of planning tools and resources
- Formulation of the Executive-Legislative Agenda (ELA)
• Focused targeting for the Millennium Development Goals (MDGs)
• Use of poverty maps during the First Anti-Poverty Summit in Eastern Samar, which was graced by no less than President Gloria Macapagal Arroyo
• Formulation of the socioeconomic profiles of the 3 United Nations Population Fund pilot areas in Eastern Samar
• Prioritization of issues and concerns
• Trainers training on rationalizing planning system (RPS) and comprehensive development plan (CDP) for municipal local government operations officers (MLGOOs) and municipal planning and development coordinators (MPDCs)
• Formulation of CDP in selected municipalities

Let me end by saying that leadership is not something that you do for people. It is something which you do with people. So, do not do leadership for people. Do leadership with them.
Community-Based Poverty Monitoring System (SSCP)/Benin in the Commune of So-Ava

Marie Odile Attanasso

Summary
The commune of So-Ava is located in the department of the Atlantic. Its poverty index is higher than 50 percent and the death rate among children below 5 years old is 165.4 percent compared to the national average of 90 percent. Moreover, So-Ava, a flood-prone zone, belongs to the vulnerable zones identified by the Department of Strategic Planning in its June 2006 report. The criteria for vulnerability are: population concentration, food insecurity, and poverty. To enable the local authorities of this commune to come up with sound strategies to fight poverty, it is important that indicators of living conditions are calculated at the most disaggregate level to provide a good basis in the development decisions.

The first project made it possible to reach three districts in three communes to be used as a module. But the fundamental difficulty is that there are many districts in a commune. In addition, the decision-making power lies at the level of the commune. To enable the local communes to construct development plans based on Community-Based Monitoring System (SSCP) data, it was considered right to cover the entire commune of So-Ava. The collected data could then be used more easily since the municipal council could make comparisons between the various districts and thus provide a better basis or rationale in the drafting of development strategies.

It is also essential that local communities be involved in all stages of project implementation— from data gathering to monitoring and

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Team Leader, Community-Based Monitoring System-Benin
evaluation of anti-poverty strategies—to achieve the best results. This is why SSCP Benin, for its second project, in support of decentralization, proposes to observe the living conditions of relatively limited population (such as communes and/or municipalities of the country) in order to provide reliable indicators for local officials of this commune.

Choice of Sites
SSCP Benin, in its pilot phase, was implemented in the 13th district of the city of Cotonou, which is an urban center. In its extension phase, SSCP Benin was extended to two rural areas: the district of Adogbé in the commune of Covè and the district of Médédonou in the commune of Adjarra. The three validations done at the local level led to the realization of the usefulness of the mechanism in the definition of local strategies. Data collected in only one district had shown the real indicators of the population’s living conditions. It also pointed to the need to extend the mechanism to the entire commune on a self-financing basis. More and more voices are being raised to contest the gathering of data and indicators calculated at the macro level, i.e., at the national level, of the department or the commune. In each commune, the district is used as a model where financing can be based for the implementation of the mechanism.

The example given in the first three communes has started to bear fruit. But everything is a question of vision and means. For now, it is preferable that the new project covers an entire commune. This is to ensure that the mayor or the local government will mainstream the mechanism. By multiplying the examples of total coverage of the communes, many mayors will find the utility of the mechanism and will be able to lead the others to adopt it. This also ensures that more of them will endorse and will lend their support for the merits of the CBMS approach during the periodic meetings of the National Association of the Communes of Benin (ANCB).

The pilot experiment done in each district of the three communes (Cotonou, Covè, and Adjarra) constitutes a model that can be replicated for the entire commune. But having a model for these localities is not sufficient to convince all the other communes of Benin to adopt and apply the SSCP. This is why a whole commune will be covered in the second project to better convince the mayors. Each commune must have its own first-hand experience in SSCP. To hear or talk about it
and to actually do it is not at all the same thing, especially since there are regional specificities: north, center and south, and even intra-region. If SSCP replicates the experiment in a whole commune, it can enlighten local authorities on the true condition of poverty and enable them to adopt SSCP.

A census of all households in all the districts of the commune will be done. Being a system accompanying decentralization, the data gathering should be supported by the town council so that it may later use the data judiciously. However, the major challenge of decentralization in Benin remains to be the mobilization of funds.

Origin
We chose the commune of So-Ava because, apart from the fact that this commune belongs to those targeted as poor, the authorities have always disputed the poverty indicators calculated at the department level because it belongs to the department of the Atlantic, which is composed mostly of urban and sub-urban centers. It thus appeared convenient for the SSCP group to make a complete census of the households and their conditions in order to provide local authorities with the true face of poverty in their commune.

The commune of So-Ava is composed of 42 villages divided into 7 districts. The total number of households is 14,594 and the average household size is 5.22 (RGHP 2002). The average population density is 365 inhabitants per km², higher by one-third compared to the 248 calculated by the department. The Poverty Index (IP) is 67.5 percent, or almost double the average (33.8%) calculated by the department of the Atlantic. The infant death rate is also high: 165.4 percent against the national average of 90 percent. These indicators are important concerns and deserve more thorough analyses to find the factors that justify the level of poverty, which is twice that of the department.

The development plans for So-Ava drafted for 2004–2008 do not have any indicator on the living conditions of the households. In fact, the analyses conducted by the national body in charge of data gathering makes its analyses based on data at the department level, but not at the commune level. Consequently, the indicators of poverty are not disaggregated according to the level of decentralization. This results in great difficulty in coming up with local strategies against poverty since the drafting of any strategy must be based on precise
and verifiable indicators. With precise and verifiable indicators, it becomes possible to monitor, track, and appreciate the impact of these strategies done to improve the well-being of the population and to see the reduction of poverty in the area.

To fill this insufficiency and in consideration of the characteristics of this zone, the SSCP/Bénin team chose to focus on all the districts of the commune. So-Ava is a wetland and the population lives partly on water. It would be a first for Benin to have real data not based on a sampling of this type of households. This census will have the advantage of providing information on all the households of So-Ava’s districts, which will make it possible for the municipal council to define the best strategies for reducing poverty while involving the population through a participative approach. By involving the population in the collection and analysis of data, the population would be more dedicated to the search for solutions to the problems of poverty.

Objectives

**General Objective**
The objective of the SSCP is to provide local authorities with information on all the households of the locality so as to monitor their living conditions and to define better local strategies in the fight against poverty.

**Specific Objectives**
The objectives are:
- to know the characteristics of the households,
- to develop a simple social table at the community level,
- to define local development strategies,
- to monitor local poverty conditions,
- to provide local authorities with a tool in decision-making, and
- to strengthen the capacities of local officials in mobilizing resources and in carrying out advocacy activities.
Research Activities
Through monitoring and evaluation of poverty, the following secondary objectives will be achieved by local officials, with support from the SSCP team:

- Ensure, in collaboration with producers of data, the effective collection of information relating to poverty on a regular basis. The choice of information (frequency, nature, and details to be observed) and the indicators of poverty needed for monitoring and analysis will depend on the existing situation and on the objectives chosen for the strategy at the level of the commune or municipality.

- Organize meetings between the producers of information and the users of data and produced analyses. Most often, the producers of data tend to be ignored, i.e., their attributions and the results they produce tend to be considered to be wrong, especially by their competitors. In addition, involving actors who do not produce information in data analysis still remains a rare practice.

- Analyze information according to operational procedure. Analysis of data should not be limited to a purely statistical exercise and theoretical research. Results of analyses should be concrete and relevant so that local officials may be challenged into directing their decision-making toward poverty reduction. The results of various analyses can be used as advocacy tools for mobilization of funds and other resources from technical and financial partners to reduce poverty.

- Ensure the synthesis of available information on poverty in the commune or the municipality. The understanding and analysis of poverty calls for diverse technical and administrative skills. The task of synthesizing must be assumed by the competent services of the commune. A focal point is to whom this task would be assigned in order to achieve a quick and global view of the situation and evolution of poverty in the commune/municipality, and to carry out locally the principal anti-poverty policies and measures.

- Ensure the strengthening of capacities of the local population in collecting, encoding, processing, and analyzing data; in creating poverty maps; and in monitoring and evaluating
poverty. The founding principle would be “To learn by doing.” The SSCP team will give particular attention to the strengthening of capacities of local authorities of the three communes of the first project and the communes of the second project.

Institutions and Personnel
The communes suffer from insufficiency of qualified personnel, which forced the SSCP/Bénin team during the first project to carry out the majority of activities after data-gathering. In the second project, agents of the town council who will be retained by the mayor in the coordinating and technical committees, through a local by-law, will be put in charge of the execution all activities of the SSCP team. The second project will thus focus on the strengthening of capacities of the agents of all communes where the SSCP system had been set up.

Existing Poverty-Monitoring Structures
The Government of Benin is aware of the insufficiencies of the monitoring mechanism of the 2003–2005 Strategies for Growth and Reduction of Poverty (SCRP) and is determined to solve this for a more effective monitoring of the 2007–2009 SCRP. This is why in the new re-organization of the Ministry of Economics and Finances, a new monitoring mechanism of the SCRP has been defined through coordination by the Monitoring Unit of Economic and Structural Reforms Programs (CSPRESC), which is charged with ensuring the general coordination of SCRP’s mechanism for monitoring and evaluation, including the coordination of technical monitoring.

At the dispersed and decentralized levels, monitoring is ensured by the Departmental Monitoring Committee (CDS) and the Communal Monitoring Committee (CCS). The CCS has the role of ensuring the collection of the commune’s statistical data under the supervision of the CDS, which is chaired by the Mayor.

The gathering of information on the poverty profile is generally made from the poverty surveys or censuses of living conditions of the population. Indicators are often calculated at the national level, from the department or commune. Benin, despite its data gathering, has so far not conducted a census of all households and has not produced a poverty profile by area. This is the objective of the community poverty
monitoring system, which aims to gather real data from the base population that can be used to draft local development strategies.

Conscious of the monitoring system’s added value, the Ministry of Finance decided to support SSCP Benin. This mechanism fits perfectly into the national scheme of monitoring-evaluation that was put in place to monitor the Strategies of Growth and Poverty Reduction. SSCP goes beyond the communes to give a very clear picture of the poverty profile of households, by area. The extension of SSCP to all of Benin to accompany decentralization will depend on the regularity and use of data.

This is why the Ministry of Finance had promised to finance the extension of the CBMS, or SSCP approach in the other cities of the country. This will be done through the Regional Support Project, which strengthens the capacities of the structures in charge of monitoring and evaluating the strategies of poverty reduction (PARSEP) based in Ouagadougou, Burkina Faso.

This support should be implemented in partnership with the National Institute of Statistics and Economic Analysis which, within the framework of the support to decentralization, had started the installation of the Community Information System (SIC) at the community level. The SSCP, in its data acquisition approach, would be dovetailed with the SIC.

This would make it possible, in the long term, to develop a Social Performance Indicator at the community level. This indicator will comprise all the socio-economic and poverty data which will facilitate the planning and budgeting of the commune’s activities. In addition, the Observatory of Social Change (OCS), on the level of the Department of Prospects, Development and Evaluation of Public Action has started to lend support by leading the base communities to gather information based on the SSCP approach. This is done within the framework of the functionality of the departmental and community committees in monitoring the implementation of Growth Strategies for Poverty Reduction at the local level.

To make this new mechanism of monitoring/evaluation functional, support of decentralized authorities is essential. This is why SSCP Benin proposes, in its approach of accompanying local authorities, to observe the living conditions of the population in the communes cited above. The results of data gathering will help the
local authorities and all actors of community development in the
production and synthesis of information needed for local planning.

The Demand for a Community Monitoring System
The SSCP approach is a data-gathering tool at the disposal of the
Departmental Monitoring Committee (CDS) and the Community
Monitoring Committee (CCS) for local-level implementation of the
Strategy of Poverty Reduction in Benin. As the OCS plans to make
functional the 12 CDS and the 77 CCS, the SSCP approach should be
extended to all localities in order to assist the communities in the
collection and analysis of data. We are convinced that if the poverty
monitoring mechanism is set up at the departmental and community
levels (CDS and CCS), the SSCP will provide very effective support.

To be sure, the Community Poverty Monitoring System is an
essential tool for the communes to produce high-quality and
disaggregated local information for defining better development
strategies in the fight against poverty. Considering the importance of
the disaggregated indicators and the results already obtained in the
pilot and extension phases, many local authorities express the desire
to establish this mechanism in their commune to monitor the living
conditions of households.

The results of the pilot phase made it possible for SSCP Benin to
be retained as the poverty monitoring mechanism, in particular at the
community level, which shows the vote of confidence accorded to the
SSCP approach.

Methodology

Institutional Anchoring
SSCP Benin puts great importance on local authorities in the installation
of SSCP. This community-based poverty monitoring system is an
accompaniment tool for decentralization and could not be established
without the complete adherence of the town councilors and population.

The official launch of the project in all sites provides an
opportunity for the population to be informed of this system and to
realize the involvement of local authorities in the installation as well
as internalization or mainstreaming of the system in the identified
commune.
Institutional anchoring will be done in accordance with the stages followed in the last two phases, namely:

- meetings and exchanges with local authorities, then with the technical services,
- identification of the focal point,
- drafting of the local by-laws,
- signing of the local by-laws, and
- development of a community budget based on data collected by the SSCP.

The local by-laws define the services needed to work with the SSCP Benin team to set up two bodies:

- the coordinating committee of the Community-Based Poverty Monitoring System chaired by
- the mayor, and
- the technical committee of the Community-Based Poverty Monitoring System chaired by a
technical manager designated by the mayor.

The municipal by-laws define the role and the mission of the members of the local government in the CBMS team. The local actors are involved with the SSCP team in order to manage the implementation of the CBMS approach in a commune. The role of the other members is contained in the decrees issued by the mayors to set up the coordinating and technical committees of the CBMS mechanism. In each commune, the mayor is the president of the Coordinating Committee while the person in charge of planning of the town council is the president of the Technical Committee. Other members of the commune are named through a local by-law as belonging to the SSCP/Bénin team.

All the municipal by-laws of the first project have been sent to the CBMS Philippines team. It will be the same for the commune of So-Ava. This approach is part of the institutionalization of the system. If the SSCP is registered and budgeted in the PDC, it engages all the advisers and strengthens its institutionalization. The PDC is a development instrument of the commune developed through a participative method by the entire population. The population will
therefore judge each team of advisers according to the level of implementation of the PDC.

Training
Training sessions on data collection will be organized with the pollsters, the supervisors (district heads and area leaders), and the controllers in order that each one may understand his/her mission. For the pollsters, this training will enable them to understand the method of filling in the questionnaires, and the attitudes and behaviors to be taken in front of the persons being surveyed.

After this training, a report will be written to provide details on proceedings of the different training activities.

Data Gathering
A census of all households in selected districts will be made to take into account all the population of each zone. CBMS Philippines is a concrete example of this new development step. It relates to the development of the population by the population because it is as much involved in the collection, processing, analysis, and dissemination of data.

The lowest level of decision-making in the system of decentralization in Benin is the commune. However, after the communes, there still exist the districts and, even lower, the towns or villages. The present study will be carried out in a district of the commune of So-Ava in order to allow the authorities to have a clear picture of the situation of households.

The National Institute of Statistics and Economic Analysis (INSAE) will be involved in each phase—collection, processing, and data analysis—through its general manager, who is a member of the MIMAP/Benin team. In addition, these two districts could, in the long run, benefit from the installation of the Communal Invalidation System conceived by the INSAE to accompany decentralization.

Gathering and Processing of Data

Data-Gathering Tools
Data gathering will be done using three questionnaires:
• the socio-community questionnaire, which gives information on socio-community infrastructures;
• the basic questionnaire, which gives information on the socio-demographic characteristics of the households, their living conditions, and their inheritance; and
• the qualitative questionnaire, which gives information on the population’s perception of poverty.

*Persons Involved in Data Gathering*

One of the objectives of the community poverty monitoring system is the actual use (appropriation) by the population of all the methodologies of the mechanism. This is why data gathering is made by pollsters chosen from the population of the area of collection, after their appropriate training. This strategy aims to make the population responsible for the institutionalization of the mechanism.

During the pilot phase, each pollster had to survey 17 households per day considering the size of 13th district of the city of Cotonou. Data gathering was done for a period of one month in spite of the big number of households. This was the essential difficulty encountered during this phase. Learning from this first experiment, the number of pollsters and the number of days were increased for the extension phase. Moreover, the number of households to be surveyed per day was also reduced from 17 to 10, which enabled the pollsters to take a little more time in administering the questionnaires. In the new project, the number of questionnaires per pollster per day will be reduced, given the geographic location of the commune. So-Ava is a lake commune and there is no electricity.

Since the households are located on the lagoon, they are, thus, dispersed. To reach them, wider distances have to be crossed. In addition, the workday will be shorter because of poor lighting and the inability of pollsters to work late in the day. The number of questionnaires per pollster will consequently be reduced to 5 per day in this kind of environment.
Data Processing
Data processing will be carried out partly by the population of the selected zones. This processing strategy based on a participative approach consists of involving the population in all stages of the mechanism to enable them to monitor the indicators of poverty.

During this project, particular attention will be given to the strengthening of capacities of the basic population through training sessions in data processing.

Nature of Information on the Living Conditions of the Populations
To monitor the living conditions of households at the level of communes and districts, two types of information will be collected: social statistics and data on the economic situation of households.

The sectoral social statistics will provide a picture of the situation of individuals and households in the principal socioeconomic fields. They relate, among others, to access to:

- health care,
- education,
- housing, and
- lifestyle.

Unlike in the pilot and extension phases, the local population will undertake the simple processing of primary data, based on data gathered under this project, with the assistance of the SSCP/Bénin team in order to obtain a table of simple indicators, which can be monitored by the population. A strengthening of capacities of the population at the local level will consequently be done to allow them to internalize the SSCP mechanism.

Indicators
The SSCP collects, on the level of households, simple and relevant indicators to monitor poverty. These are, among others:

- demographic characteristics;
- number of schools, rate of schooling, rate of elimination of illiteracy;
- occupation status, rate of access to drinking water and electricity, types of toilets;
- number of health centers (public and private), distance to be traveled to reach a health center, principal problems
encountered by the population in getting health care;
• surface area per individual, other productive assets;
• the proportion of individuals that have access to credit, raw materials, and others; and
• poverty indicators.

Additional indicators, as necessary, will also be identified in order to monitor the impact of the global financial crisis on poverty. Thus, the CBMS core questionnaire will be revised to incorporate some questions that will help monitor the impact of the global financial crisis on households in Benin.

At the Community Level
A simple questionnaire is composed of five sections: accessibility of the commune, socio-community infrastructures, conveniences of the dwelling, living conditions of the community, and health. This information will be provided by the village chiefs or the district delegates.

At the Level of Households
A simple questionnaire is composed of eight sections: household structure and demographic characteristics, education, migration, activities, characteristics of housing, inheritance, productive assets, and access to credit and market. A qualitative questionnaire will be also administered to households in order to obtain their perception of poverty.

This information will make it possible to construct the typology of households. Other concerns specific to each commune/municipality, town, or village will also be collected at the request of local authorities.

Data Analysis
Analysis of data will be done by members of the SSCP in collaboration with the appropriate technical services of each commune. During this phase, the SSCP team has the role of making the communes responsible for the analysis of data. To this end, it is vital that the latter have at least one statistician who shall be responsible for monitoring the analysis. It is an employment opportunity at the local level. Support of the team will, however, remain permanent to accompany the three
### Table 1. Examples of Indicators of Poverty in Terms of Living Conditions and Tools of Collection

<table>
<thead>
<tr>
<th>Dimensions</th>
<th>Data to be collected</th>
<th>Indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td>Demography and social characteristics</td>
<td>population by age and by gender, number of households, size of households</td>
<td>population by age, gender, population structure, gender of the household head, etc.</td>
</tr>
<tr>
<td>Education</td>
<td>access to education: distance from infrastructures, etc. level of instruction illiteracy</td>
<td>Average distance between the school and the houses; rate of attendance for primary, secondary, and tertiary schools; distribution of the educated population by age and by gender; proportion of the illiterate by age and by gender, etc.</td>
</tr>
<tr>
<td>Health</td>
<td>access to health services distance infrastructures etc. common diseases</td>
<td>Average distance between the health centers and the houses; prevalence of common diseases</td>
</tr>
<tr>
<td>Access to water and modes of relief</td>
<td>sources of water supply distance between sources of water supply and houses types of toilets used mode of relief and of disposing waste water</td>
<td>Percentage of inhabitants that use the different types of water supply source; average distance; percentage of inhabitants that use the different types of toilets; etc.</td>
</tr>
<tr>
<td>Productive assets</td>
<td>distribution of land method of land use agricultural property/ other productive assets</td>
<td>Distribution of land per individual, percentage of property, other productive assets, etc.</td>
</tr>
<tr>
<td>Access to credit and to market</td>
<td>access to credit and sources of credit price of basic commodities and raw materials</td>
<td>Percentage of individuals that have access to credit, raw materials</td>
</tr>
</tbody>
</table>
communes of the first project in the event of extension to all the districts and to the commune of So-Ava. It is only under this condition that the database can be managed more easily by the concerned communes.

Training modules will be developed to provide the agents of the different communes with the elements needed to allow them to make an analysis of the data collected.

Management of the Database
Safekeeping of the database, as well as the analysis requires, apart from the support of the SSCP/Bénin team, a strengthening of the capacities of the staff of the town council, and a strengthening of capacities that will support the team or any other skilled person of the INSÆE. The databases will be transferred to the statistical service of the commune and to the district if the latter has people able to handle it.

The DPDM and the focal point of the 13th district of the city of Cotonou are both statisticians and therefore appreciate the utility of the databases. On the other hand, for the communes of Covè and Adjarra—which are rural communes—the SSCP team will continue to provide support through strengthening of capacities. It will be the same for the commune of So-Ava. Support for equipment and personnel should be looked into for these communes.

Dissemination

Validation
Dissemination will be done on all levels: at the national and commune level by the local authorities supported by the members of the SSCP team, while validation on the level of the district and the area will be carried out by the local authorities. It will involve all the actors of local development, including development associations, the youth, women’s groups, donors, PTFs, and others.

Validation of data is a very important stage in the SSCP mechanism. It is done in two phases:
- The first phase is internal validation by the town council. After the SSCP team drafts the report, it is forwarded to the town
council’s SSCP technical committee for reading, confirmation, and amendment of results.

- After the reading by the technical committee, the report is corrected, taking into account the amendments. The report is then submitted to the coordinating committee which, in collaboration with the SSCP/Bénin team, is in charge of the validation of results at the local level.

During validation, the population is invited in an assembly to give its opinion about the collected data. Reflections are also made on the strategies in progress as well as those that have yet to be defined. The validation is part of the report to the population.

**Means of Dissemination**

The dissemination will not only be done through workshops where the results will be presented but also through brochures, radio, television programs, and through the local and/or national press.

**Utility**

The collected data will be anchored at the national level and to the definition of growth strategies for poverty reduction. Data gathering will be based on the national questionnaire of the Modular Survey on the Living Conditions of Households (EMICoV). The indicators that will be calculated in the communes could easily be compared to those obtained at the national level. In this way, within the framework of the fight against poverty, these indicators can easily be used as a basis for the definition of strategies at the national as well as at the community level. The knowledge and mastery of the poverty indicators of the households at the most disaggregated level contribute to the better framing of the anti-poverty strategies at the national level. These data will also make it possible for decision makers to know the productive assets of the households in order to accelerate growth based on a pro-poor strategy. The constitution of the integrated system is a good tool to aid in decision making. It could be updated periodically to better monitor growth strategies and to help in the reduction of poverty.

To better benefit from the mechanism, team SSCP will work in close collaboration with all the town councils who are able to use this
tool to mobilize funds. This mobilization can be facilitated if the SSCP data are used for planning and budgeting.

For the second project, the team will see to the strengthening of the planning capacities of the municipal authorities by CBMS Philippines based on CBMS indicators.

The databases could also be used by other people or groups who would be interested in the questions tackled by data acquisition. These are researchers, students, local officials, and the INSAE.

Strengthening of Capacities
With the weak capacities of the communes, capacities will be strengthened during this second project by identifying technicians of the town council who would monitor all the establishment phases of the mechanism. The team will be see to it that things will be undertaken for a better internalization of the entire SSCP approach.

Trainings will start from data gathering to the constitution of databases and poverty maps, planning and budgeting. These trainings will be undertaken by the members of the SSCP/Bénin or the CBMS Philippines team, or any other competent person and/or the staff of the INSAE.

Timetable of Activities
The activities will be carried out over 18 months in all the communes of So-Ava.

In the first 5 months, SSCP Benin will work on
- making contact with the local officials of the commune of So-Ava;
- presenting the group: its structure, objectives and interventions, the expected actions of the local officials and the beneficiary population because it relates to the establishment of a participatory method for the whole community;
- institutional anchoring of the mechanism at the level of the commune through a local by-law;
- identifying fields of interest; and
- creation of the tools for collection.

From the 6th to the 10th month, SSCP Benin will focus on
- improving the capacities of the members of the local team through awareness and training of the supervision teams and pollsters,
• conducting a census on the living conditions of the population,
• undertaking coding in collaboration with the team of pollsters, and
• data processing.
  From the 11th to the 18th month, it will proceed with
• data analysis,
• dissemination of results at the commune and national level,
• identification of anti-poverty strategies by the local authorities, and
• creation of a map of living conditions based in a geographic information system.

After the 18 months, the mechanism would have been completely adopted by the local authorities to ensure its perpetuation.

Expected Results
The results obtained in the first project have been transferred entirely to CBMS Philippines. These include:
• reports of the official launching of the establishment of SSCP Benin in the form of
• newsletters;
• all tools for data gathering;
• meeting reports, especially of the first phase, as well as digital formats;
• training modules of the pollsters, controllers, and supervisors;
• three databases of the three districts;
• report of the validation sessions in the three districts of the three communes with digital formats; and
• reports written per commune:
  o 6 reports of city areas and 1 district report for the 13th district of Cotonou (7 reports),
  o 3 village reports and 1 report of the district of Adogbé for the commune of Covè (4 reports),
  o 9 village reports and 1 report of the district of Médédonou for the commune of Adjjarra, and
  o the final project report as well as the financial report validated and signed by the administrator of the project.
The same results are expected from the second project. These are:

- data-gathering tools;
- meeting reports and training workshops held (detailed report of the meetings with date,
- place, participants, program, and specific results of the meetings/workshops);
- training modules (training of the pollsters, training for data processing, training on the
- creation of poverty maps, and training on the use of CBMS data for planning needs at the local level, etc);
- CBMS databases;
- complete set of the collected data;
- final design of the implementation/replication of the CBMS system in the other sites of
- Benin;
- detailed and final methodology of the CBMS system and likelihood to be applied within the framework of the reproduction of the CBMS system in other sites;
- research work on the use of the CBMS system as a tool for targeting development actions;
- a research paper on the impact of the global financial crisis on poverty;
- documentation on the reports of the various activities of popularization—detailed report of the various activities of popularization, with date, place, participants, program, and specific results of the said activities;
- a report of the commune of So-Ava,
- 7 district reports,
- 42 area reports;
- poverty maps of the communes; and
- final project report—a technical report comprising the details of all the activities of the project as well as a detailed financial report.
Construction of Poverty Maps
The construction of different poverty maps based on living conditions is an important stage in the SSCP approach. It reflects the success of the mechanism and provides the local authorities with a tool for decision making. To enable the team to reach this goal, it is important that they be given apparatus to pinpoint the geographical coordinates of the households during data gathering.

The softwares Arcview GIS and the “Natural Resources Database” (NRDB) will be used for the construction of the poverty maps. Strengthening of capacities of the members of SSCP Benin team and the agents of all the communes shall be undertaken.

Risk Factors
Adherence to the above timeline remains dependent on the mobilization and release of resources. In fact, the first project suffered a lot from the delayed release of funds, which had a significant impact on the timeline and, consequently, on the motivation of the decentralized authorities. The project team received the first section of the budget only in November 2004 for a period of 2 years, whereas contacts have been made with the mayors since July 2001, or more than 3 years before. The last section of the budget was received in July 2008, practically a year after the last release of funds. Significant delays have punctuated the freezing of funds throughout the first project.

The promptness of activities will have the advantage of capturing the attention of local authorities and will provide them, within a short time, with the results that can help them in defining strategies. The new municipal authorities elected in May 2008 have a real need for data that will give them mastery of the indicators of the status of the population. The second project comes just at the right moment and will be able to satisfy the expectations of some town councillors, especially the local authorities of So-Ava whose population has always challenged the poverty indicators calculated by the different national surveys in their locality. It will have the advantage of providing a point of reference, which allows for a better monitoring and evaluation of the local strategies in the fight against poverty.
Community-Based Poverty Monitoring System in Nigeria: A Community Participatory Approach

Anthonia I. Achike, H. Eme Ichoku, Maduabuchukwu Mkpadu, Johnson Onah, Amos Ugwu and H.R.H. Igwe S.C.O Asogwa*

Summary
Data requirements to monitor and evaluate progresses in poverty reduction are enormous. Originally, the National Living Standard Survey (NLSS) 2003/2004 was commissioned. The data obtained from this process is, however, limited to monetary measures of welfare, which is grossly inadequate to monitor poverty in local communities of Nigeria. As a solution to this, the Core Welfare Indicator Questionnaire (CWIQ) was commissioned in 2006. Compared to the NLSS, the CWIQ is easy to administer. It covers a wider spectrum of core poverty indicators that were often overlooked in the NLSS. But while the CWIQ is important and crucial, it hardly produced disaggregated data to be able to monitor poverty at the community level. Such data shortfalls make it difficult to design effective poverty-targeting policies at the community level. Thus, the Community-Based Monitoring System (CBMS)-Nigeria is proposed in order to generate and implement a CBMS that is responsive to the needs of local communities.

Implementation of the CBMS-Nigeria will be enhanced greatly by the fiscal federalism structure of the country. Local communities can, therefore, be mobilized through the local governments. The proposed CBMS-Nigeria will use a simple and easy-to-administer

* Project Leader, CBMS-Nigeria and team members respectively
questionnaire on selected poverty indicators that are chosen in line with the development needs of local communities. The field site is Edem, a community with a population of 31,000 and about 5,000 households as of 2006. It is the largest community in Nsukka Local Government Area in southeastern Nigeria.

**Introduction and Background**

Economic performance in Nigeria, like in many countries, declined in the 1980s due to world recession. This necessitated the adoption of the Structural Adjustment Program (SAP) in many affected countries beginning in the mid-1980s. The SAP led to greatly reduced public spending, retrenchment of workers, and increased incidence of poverty, especially among the rural population. As a result of the poor economic turnout, per capita gross domestic product (GDP) in Nigeria fell rapidly. The country ranked among the lowest in Human Development Index (HDI) during the 1980s and 1990s (Jones et al. 2004; NPC 2004; WB 2003). Per capita, GDP fell to as low as $300 in the early 1990s. Poverty headcount increased from 27 percent in 1980 to 70 percent in 1996, before declining to 54 percent in 2004 (Nigerian Bureau of Statistics [NBS] 2004). There were rising levels of unemployment, interest rate, currency devaluation, and huge external debt. The poor economic performance in the last two decades has refocused policy interest on economic growth and poverty reduction as a central theme in development policy documents and agenda in Nigeria.

Several policies and programs have been initiated by successive governments at the national and sub-national levels to address the problem of poverty. For example, between 1960 and 1985, the country embarked on several national rolling plans. In 1986, it switched over to the Structural Adjustment Program (SAP). By 1994, the country started the policy of Guided Deregulation, and since the return to democratic government in 1999, there has been a steady move toward market-oriented and private-sector driven economic policy. These have been articulated in the National Economic Empowerment and Development Strategy (NEEDS) and SEEDS document. The government is also experimenting with the three-year Medium-Term Expenditure Frameworks (MTEF). Currently, the government is designing a long-term plan, the Vision 2020, whose objective is to place the country among the top 20 economies of the world by 2020.
Many of these policies are designed to achieve economic growth and to reduce poverty within target periods. While the policies are well intended, one of the biggest problems of the country has been its failure over decades to effectively implement policies as designed, monitor and evaluate performance in terms of measurable impacts in outputs and outcomes, and ensure that these results feed back into policy.

A few sporadic attempts have been made to monitor how these policies impact on the living standards of Nigeria’s population. In the 1980s and 1990s, a number of household surveys—the National Consumer Surveys—were conducted at long intervals to obtain information on household expenditure and assets, and access to social facilities. But these were not consistent and the national representativeness of data was in doubt. The first major attempt at collecting comprehensive information on the living standards of Nigerians was the baseline survey conducted in 2003/2004: the Nigerian Living Standard Survey (NLSS), which was a partnership between the Nigerian Bureau of Statistics (NBS), the World Bank, and the European Union (EU). Data obtained from this process were limited to monetary measures of welfare, which was grossly inadequate to monitor poverty in local communities of Nigeria where incomes are often under-reported or unobtainable due to the nature of production activities. Another major survey, the Core Welfare Indicators Questionnaire (CWIQ) survey, was conducted in 2006. While the CWIQ was important and crucial for estimating and measuring poverty in Nigeria, it hardly produced disaggregated data to be able to monitor poverty at the community level. Such data shortfalls make it difficult to design effective poverty targeting policies at the community level. To date, these two surveys remain the major attempts to provide information on the welfare of Nigerians. They provide data required to analyze welfare at the national level and only at specific points in time. They are often either conducted on irregular time basis or the time span between one survey and another is very long to allow for any meaningful detailed analysis of the dynamics of welfare of communities at the micro level.

Rationale
The national surveys, while important, leave information gaps that make effective policy formulation difficult. They are also not very
helpful in policy implementation and in monitoring and evaluation of the impact of policy changes. There is, therefore, a need to undertake community-level surveys that cover a reasonable period of time to provide information on the dynamic of poverty and the impact of policies on welfare at micro-level. Policy makers need to know, for instance, how the removal of subsidies in agricultural inputs, cooking gas, or petrol impacts on the welfare of rural populations. They may want to know how gains in economic growth and public expenditure are distributed and how these impact on the grassroots population. It is, therefore, of utmost importance that a clear knowledge of the concepts of poverty, marginalization, and vulnerability and a concise practical analysis of common critical variables that define, monitor, and track poverty, especially at the community level, should be given priority attention. This will facilitate effective identification, sensitization, mainstreaming, and integration of the poor in various development initiatives. This is, in essence, what CBMS-Nigeria proposes to achieve: to establish and implement a CBMS that measures, monitors, evaluates, and tracks welfare changes at local communities in Nigeria using a case study. The importance of this study is underscored by its ability to focus policy on economic growth and poverty reduction on a sustainable platform.

**Structure of the Local Government in Nigeria**

The local government is the third and last tier of government in Nigeria. Aside from the communities, the local government is the nearest government to the people. At present there are 774 local governments in Nigeria, but the number of local government areas (LGAs) in each state varies from 8 in Beyelsa state to 44 in Kano state. Their populations also vary. The national population is 142 million. An average local government has a population of about 190,000. With a typical Nigerian household size of 6, this gives about 32,000 households per local government.

A typical local government structure in Nigeria is presented in Figure 1. A local government has the executive, legislative, and judicial arms of governance. The legislative arm is composed of the elected councilors. The council is responsible for making laws that govern the local government. The Judicial arm is composed of customary courts, which are responsible for the interpretation of customary laws. The
executive arm is made up of the chairman, some of the councilors, and the appointed advisers. The public service structure of the local government is made up of the Head of Service (HOS), the heads of various departments, and other public servants. All of them are responsible to the citizens of the various communities that make up the local government. The structure of the local government also entails that they perform primary functions that have direct impact on the lives of citizens. According to Nigeria’s 1999 constitution, the basic functions of the LGAs include:

1. Economic development of the LGA.
2. Provision and maintenance of primary, adult, and vocational education.
3. Development of agriculture and natural resources.
4. Provision and maintenance of health services.

On account of its nearness to the people, the local government also provides a primary organizational frame for implementing some social programs either by the state or the federal government, such as poverty alleviation programs, child immunization programs, and others. These are frequently implemented using the local government structure as a vehicle.

Poverty alleviation is one of the departments in the local governments in Nigeria. This department, in addition to local government programs on poverty alleviation, also implements the national poverty alleviation programs. The national accelerated poverty eradication program (NAPEP) has a link with each local government. The projects of the state and of its local government on poverty alleviation may differ due to the natural and material resources available but the aim is the same. In addition, the federal executive council can influence the amount and use of some of the funds available for all local governments. The local government council of Nigeria is responsible for coordinating the activities of local governments and often meets with the federal executive council to discuss issues affecting local governments. Policy programs and projects as well as their objectives are determined by this forum. This is specifically true in the case of federal government programs. However, each state exercises
influence on local governments under its jurisdiction and may have its own special policy and projects.

**Fiscal Relation with Other Tiers of Government**

The constitution of Nigeria provides for three tiers of government: the federal, state, and local governments. As indicated above, there are 36 states in Nigeria, and a Federal Capital Territory (FCT) in Abuja. There are also 774 LGAs. The constitution also provides for fiscal decentralization among these tiers of government. The collection of the most important taxes—including petroleum tax, import and excise duties, company tax, value-added tax (VAT)—is done at the federal level. Revenue from these taxes are pooled and shared vertically among
the three tiers of government and horizontally among the 36 states and 774 local governments on rule-based method. The current sharing formula allocates about 47 percent of total revenue to the federal government, 26 percent to states, and 20 percent to local governments. The balance of 7 percent is used for national emergencies, FCT administration, ecology, and derivation funds.

Apart from these main tax bases, the revenue of which is shared at the national level, there are also basic taxes assigned to each tier of government. These taxes constitute its own internally generated revenue (IGR). For example, the income tax of people employed by the state is exclusive to the state. However, states are obliged to allocate 10 percent of their IGR to LGAs within their jurisdiction. The LGAs then consolidate their revenues from their federal allocation, their share of the state’s IGR, and the revenue they generate internally from the less significant tax bases assigned to them by the constitution in order to execute their development programs. While local governments are significantly fiscally independent, they are also subject to laws made by the state legislature. The LGAs prepare their budgets based on expected revenue from federal and state allocations and from their own IGR, but their fiscal behavior is also monitored and regulated by the state government.

**Governance at Community Level**

Under the local government structure, communities make up the local government. Again, the number of communities that make up any given local government varies. The nature and effectiveness of communities as development agents also vary from one part of the country to another and between urban and rural areas. In some parts of the country where feudalistic communal structure exists, particularly in the north, the community chiefs represent the rallying point for community development action. In other parts of the country without such feudalistic setup, such as in the south and some other parts of the north, the town/village union governments are the rallying point for community development action. They complement the efforts of local governments. In most cases, the towns or clusters of villages constitute the Wards, on which basis representatives are elected into the local government. The town/village union governments are also democratically elected by the people within the villages or towns.
While these town/village union governments are not formally included in the constitution of the country, they provide very important vehicles for government development programs. Frequently, the local government has to consult the town/village unions that make up said local government on critical economic and social development issues, but particularly on security matters. While the constitution does not assign any tax basis to the town unions for generation of revenue, the town unions often mobilize revenue from different sources, including donations and revenue-yielding projects such as water-boreholes, to execute their development programs. The town unions often build schools, health centers, and artery roads in their communities and hand them over to local and state governments for staffing and management.

Dimensions of Poverty
A good community poverty tracking and monitoring mechanism requires all or most identifiable dimensions of poverty to be explored. This is because there is a need to identify indicators by which poverty can be measured and assessed, especially at the community level. From a pure income-based approach, poverty may be defined in terms of the income threshold of an individual or household at a given period of time. The idea of a multidimensional poverty measurement has proved that the neoclassical one-dimensional poverty measurement using household income is grossly limited. There is a need to include other dimensions of deprivation such as access to health care and basic facilities, educational services, employment opportunities, and others (Reyes and Valencia 2003). Borrowing from the Philippines’ model of the Micro Impact of the Macroeconomic Adjustment Policy (MIMAP), the following indicators are often identified to capture poverty dimensions: health, nutrition, housing, water and sanitation, basic education, income, employment, and peace and order. These and others that are directly linked to the community of interest will be explored considerably.

Conceptual Issues
Because of the multidimensional nature of poverty, measuring it becomes more challenging. Through a decentralized, community-based, and participatory approach, the poor are made equal partners in eliminating poverty and in enabling themselves to chart their own
future. But some questions readily come to mind. Who are the poor? What are their characteristics? Is poverty a permanent or transitory status? How do we track poverty over time? Is poverty all in the mind? Can poverty status be empirically and clearly measured in a generally acceptable form? Attempts to provide answers to these and other questions have led to various definitions of poverty and have motivated this study.

The Scottish Affairs Committee of the House of Commons has noted that poverty can be defined as absolute, relative, and social exclusion. Absolute poverty is the lack of basic resources with which to keep body and soul together, irrespective of the societal average. Relative poverty defines income or resources in relation to the societal average. Social exclusion is concerned with the absence of material needs to participate fully in accepted daily life. It is a shorthand label for what can happen when individuals or areas suffer from a combination of linked problems such as unemployment, poor skills, low incomes, poor housing, high crime environments, bad health, and family breakdown. These are important variables for identification and tracking of the poor.

With reinforcing evidence in development literature, indicating that increasing income is not a sufficient condition for positive social and economic change, and suggesting that the combination of strong community organizations and favorable trading terms produce positive development (Jones 2002), care must be taken to put the poor—not investors and technical resources—at the center of analysis.

**Problem Statement**

Nigeria’s economic reform strategy has committed to a set of targets for key economic growth and human development indicators for 2004–2007. Some targets with bearing on poverty reduction and eradication are shown in Table 1.

The Poverty Reduction Strategy Paper (PRSP) of Nigeria, at all levels of governance, aims to achieve value reorientation, reduce poverty, create wealth, and generate employment. This will require enormous poverty statistics and other relevant data for monitoring and evaluation. The reality, however, is that the kind of data to be generated from both the NLSS and CWIQ cannot suffice for poverty monitoring and tracking at community levels where the majority of Nigerians
Table 1: Selected Targets Under NEEDS (2004–2007)

<table>
<thead>
<tr>
<th>Target indicator</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
</tr>
</thead>
<tbody>
<tr>
<td>Growth in real GDP (%)</td>
<td>5.0</td>
<td>6.0</td>
<td>6.0</td>
<td>7.0</td>
</tr>
<tr>
<td>Growth in non-oil sector (%)</td>
<td>7.3</td>
<td>8.5</td>
<td>8.3</td>
<td>9.5</td>
</tr>
<tr>
<td>Reduction in poverty incidence (%)</td>
<td>5.0</td>
<td>5.0</td>
<td>5.0</td>
<td>5.0</td>
</tr>
<tr>
<td>Growth in agricultural sector/rural development (%)</td>
<td>6.0</td>
<td>6.0</td>
<td>6.0</td>
<td>6.0</td>
</tr>
<tr>
<td>Growth in manufacturing sector (%)</td>
<td>7.0</td>
<td>7.0</td>
<td>7.0</td>
<td>7.0</td>
</tr>
<tr>
<td>Agricultural exports ($billion)</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>3.0</td>
</tr>
</tbody>
</table>

Economically operate. Mkpado (2007) noted the inadequate criteria for assessment of availability, usage, and effects of interventions on social and economic infrastructure for the achievement of Millennium Development Goals (MDGs) in rural communities. In this regard, community-based monitoring systems that serve as tool to collect requisite data at community levels will be invaluable, hence the need for this study.

Objectives
Effective public policy is based on timely and accurate data on the phenomenon of interest. In this regard, the CBMS aims to provide timely and comprehensive data on poverty and welfare statistics at the community level. It is believed that policy initiatives that target the grassroots will be effective in combating poverty. This is because pockets of poverty in the communities show that broad policies that do not take into account the specificities of the communities are very unlikely to achieve their aim. Based on this, the proposed CBMS will provide statistics that will inform policymakers on a timely basis about changes in welfare and living conditions at the community level.

Specifically, the proposed CBMS-Nigeria aims to:
1. provide local communities with simple and easy-to-collect poverty indicators selected based on local conditions to monitor community well-being,
2. produce community poverty monitoring reports based on the results of the monitoring system,
3. improve the capacity for data collection and processing at the local level through community participation in the process of data collection,
4. provide the local government planning officers with current and comprehensive dataset and summary statistics for poverty assessment based on the welfare indicators, and
5. provide accurate and timely data that will provide effective basis for poverty alleviation strategies and schemes.

Methodology
The CBMS-Nigeria will involve the use of participatory research methodology. The survey will be based on communities, starting with the Edem community, then households and individuals. There will be a census of all households in the selected community/area of study. This will generate comprehensive information for poverty targeting at the household level. The households in most rural communities in southeastern Nigeria are contiguous in terms of poverty spread. To obtain community perceptions and determine the gaps that exist between community expectations and government activities, a community scorecard assessment will be conducted. This is important to know the policy directions of the government and the community’s perception about the government’s role and efforts in addressing their plight. Individual surveys will involve eliciting poverty or welfare indicators from households and individuals.

Study Sites
Our preferred LGA for this study is Nsukka LGA. The choice of area is based on several factors, including the researchers’ familiarity with the culture, economic activities, and topography of the area. Nsukka exhibits almost all the characteristics of a typical LGA in Nigeria: it is semi-urban and rural. Many of its communities are poor and lack social facilities. The predominant occupations are farming and small-scale trading. It would have been ideal to sample all the households in
Nsukka LGA, but this is unfeasible under current circumstances. Nsukka LGA has a large population. According to the 2006 national population census, it has a population of 309,633, or 51,606 households based on the average household size of 6. A complete enumeration of households in Nsukka LGA will require huge amount of resources. The proposal, therefore, intends to concentrate on Edem, one of the largest communities in Nsukka LGA. It has an estimated population of 31,000 as of 2006, or about 5,000 households. This community was chosen based on its high level of deprivation and poverty status characteristic of most Nigerian rural villages. It has a fairly stable population in terms of minimal migration. It is also a homogenous community. Local communities in Nigeria often lack access to safe drinking water and to quality health care services. Households struggle to meet basic needs of life. A census of all households in Edem will be conducted to collect comprehensive information on the dynamics of poverty in the area that will feed into policy in the local government and the Enugu state at large.

Poverty monitoring statistics in Edem will provide insights for the government and policymakers that are more valuable than they would have been if data were collected from a relatively affluent community in the urban center. It is expected that the project implementation will cover a period of about 26 months divided into two phases.

Phase 1 will consist of three components. The first component comprises preliminary research activities, including literature search, training of field assistants, ordering and purchase of software, reconnaissance survey and census of households in NPC-enumerated sites, drafting of the survey instrument, and pilot survey of 30 households outside the selected community. The pilot survey will help to establish the validity of the instrument before it is administered on the target community. The second component involves data collection on each of the enumerated 5,000 households using the existing National Population Commission’s population frame for the community, and then analysis of collected data. The third component is a follow-up study on 4,000 households selected at random from the original 5,000 households. These 4,000 households will be followed up with cost-route surveys at 6 monthly intervals. The essence of this is to monitor the progress of welfare of the households as a result of policy
changes that may have occurred within the project implementation period.

Phase 2 will also involve three components: (i) establishment of database of the study in Edem and at the University of Nigeria Nsukka, (ii) dissemination of findings/results of the study (i.e., outcome of Phase 1) in stakeholders’ workshops, and (iii) replication of the study in other sites in the country following buy-in by other interested agencies like the National Accelerated Poverty Eradication Program (NAPEP) and the National Bureau of Statistics (NBS). It is pertinent to note that the third component of Phase 2 (replication in other sites in the country) is outside the budget of the CBMS.

In summary, the first phase will involve the following:

- preliminary research leading to the development of the community-based poverty tracking system (CBPTS);
- pilot testing of the CBMS design to determine its feasibility in the local setting (testing the data collection instruments for validation using 30 households outside the selected community, and testing the data processing techniques;
- validating the data;
- survey of 5,000 households;
- cost-route survey of 1,000 households to monitor the response of household poverty indicators to changes in policy;
- assessment of the capacity of local partners in implementing the CBMS program; and
- assessment of the understanding of the processed information by the stakeholders and training them on how to use the information.

The second phase will involve
- establishment of database,
- dissemination of findings of CBMS, and
- replication/expansion of CBMS in more sites in the country.

**Identification of Indicators**

The study conceives poverty as a multidimensional concept that entails a multidimensional approach. It therefore requires that data on various dimensions of poverty be obtained. To achieve this, a variety of indicators have been tentatively identified. These include

- demographic composition of households, e.g., household size, number of males and females, age of members, gender of
household heads, and others;
- education (number of primary and secondary educational institutions in the community, level of formal educational qualification or adult education qualification, number of years spent in formal and vocational schools, and others);
- employment type (civil servant, farmer, artisan, housewife, and others);
- health facilities and status (number of health care facilities in community, health risks, access to health facilities, number of medical personnel in the community);
- power facilities (sources, types, quality, duration, uses);
- transportation networks (length of tarred and paved roads in the community);
- communication, i.e., global system for mobile or GSM (number of service providers, number of GSM per household, quality of GSM, coverage, and others);
- child labor (number of children engaged in child labor per household);
- child morbidity and mortality (infant and child mortality rates in the household and prevalence of childhood diseases), access to water and sanitation;
- housing and shelter (type of house, number of persons per room, ownership status, income, rent ratio, ease of availability, average cost, and others);
- lighting (sources, types, quality, duration, cost, uses);
- assets/income/expenditure (sources, annual income, percentage of income gap, percentage of annual income spent on food, housing, clothing, and medication);
- security in the neighborhood (incidence of robbery, incidence of women and child abuse, number of reported crimes, number of conflicts in the community per year, police coverage, rate of occurrence of minor and major crimes, and others);
- community participation (plurality of membership in community associations, number of offices held in 10 years);
- access to social amenities/civic centers (number of halls per village and community);
• access to agricultural and other production inputs (source of inputs; value of subsidy on inputs, if any; access to improved farm technologies);
• nutritional status as measured by child anthropometrics; and
• access to and satisfaction with government services (types of government services enjoyed, e.g., microcredit, duration, level of satisfaction, and others).

The various dimensions of these indicators will be assessed. For example, in education, it will be interesting to determine the enrollment rate for primary and secondary schools; in power, information will be obtained on per capita monthly power supply and the ratio of its cost to minimum wage. Similar data will be collected for communication, health, and so on. Some data and indicators are already specified.

The choice of indicators for monitoring is based on national priorities in the Poverty Reduction Strategy Paper of Nigeria (PRSP), the National Economic Empowerment and Development Strategy paper (NEEDS), and the local-level strategy paper LEEDS. This will bring out the frequently expressed dimensions, particularly the deprivation that occurs among communities, and will produce a multidimensional poverty profile.

Data Collection Tools and Analysis
For collection of data, a draft community scorecard and a draft household questionnaire will be prepared by the CBMS-Nigeria team. These tools will undergo refining and modifications after consultation with the communities, other authorities, and experienced PEP-CBMS researchers.

The questionnaire and the community scorecard will be pilot-tested. The content of the questionnaire will be summarized in the scorecard, which will be used to form indexes of family responses and serve as a source of data for further analysis. The basic sampling unit for the pilot testing will be households in the selected community. For the actual data collection, a complete enumeration of all households, and hence all individuals, in the community will be made. The expected 5,000 households will be surveyed in the first instance and followed up with a cost-route survey of 4,000 households to tract variations,
fluctuations, and response of households to policies vis-à-vis the selected indicators.

In addition to the household questionnaire, a community questionnaire will be administered on the village or community chiefs to elicit data on the village or local community. The chief or head of the community will be the main respondent. This will be corroborated with the community and household scorecard response from members of the community.

The tools will be administered by selected community members and by the local government staff who will be trained on strategic enumeration and data gathering by the academic members of the research team and consultant-experts. To ensure that the skill for data analysis is passed on to the community and that the exercise is sustainable, selected community members will be taught the skill for data analysis and they will actively participate in analyzing the data generated from the survey. They will also be taught to use simple statistical packages for such analysis.

The Statistical Package for Social Sciences (SPSS) and the STATA Program will be used in data analysis. Thus, data processing will be the task of both the academic team members who will guide and direct the activities and the trained local community members who will continue even at the expiration of the project.

**Importance of the CBMS Information Generated**
Collecting basic data through surveys is crucial to keep track, analyze, and evaluate the situation and trend of poverty (Anh and Toan 2003). The information generated from the CBMS-Nigeria has enormous importance in terms of, among others, assistance in development planning, program design, and impact-monitoring of policy related to poverty issues. It will ease tracking of poverty in a community-based setting.

**Policy Relevance and Information Dissemination Strategy**
To ensure that the results of the study feed back into policy, the study will involve a close collaboration between the community, Nsukka LGA authorities, and the researchers. To achieve this, each party will have representatives in the study team. Findings of the study will inform policy on poverty at different points in time for various communities.
They will also highlight appropriate poverty alleviation measures and indicators for tracking and streamlining the movements of households/communities out of poverty. At each point in time, it will be possible to identify households that are below or above the poverty benchmarks and, hence, to device appropriate mitigation measures.

The study team will organize feedback meetings for the participating communities and other stakeholders. This will provide a forum for validation of findings prior to dissemination. It will, in addition, ensure accuracy of information, facilitate understanding of the findings by stakeholders, encourage buy-ins of the monitoring mechanism by other stakeholders, promote a sense of ownership of the mechanism among communities, and ensure the participation of the communities in identifying their poverty status and in being part of the solution, hence ensuring sustainability.

The research findings will be disseminated through stakeholder workshops and national and international conferences. The results will also be communicated to the local communities where the research is conducted. They will also be disseminated among the team of CBMS researchers.

**Intended Uses of the CBMS Data**

Data generated from the CBMS exercise will be used to inform policy, both at the local government and community levels. The local government may want to use them to monitor the impact of poverty eradication programs in the area. The community may want to use it to monitor the impact of social welfare programs, including health and education.

- Data may also be used to monitor relative deprivation by sub-communities and, thus, allow for effective resources distribution.
- Data will be used to further build capacity in monitoring of programs as the local community will be engaged and informed of crucial aspects of program monitoring based on available data.
- Data will serve as reference point for replication of CBMS in other parts of the country.
• Data will also be made available to professionals who may want to study the dynamic and distributional efficiency of government programs.

**Expected Capacity Building**

This study will boost the capacity of participating communities in analysing their poverty status and proffering practical alleviation measures at different points in time. Hence, the participating households will be stakeholders in the definition of their destinies.

Also, training modules on data collection, processing, analysis, and use of CBMS data will be prepared by the academic team members and used to train the enumerators who will be mainly drawn from the participating local community, local government staff, and graduate students of the University of Nigeria Nsukka. They will facilitate appreciation and use of CBMS information by the local community even after the expiration of the project. They will also enable the researchers, especially those in training, to have a hands-on grip of the tools and software for poverty analysis.

The information can be used as criteria for setting poverty alleviation goals. This can be done by identifying the gap between internationally accepted criteria and the values of measured poverty indicators, and then setting poverty reduction targets. The local governments can use the result as benchmark for selection of beneficiaries of poverty alleviation packages. At present, selection of beneficiaries of poverty alleviation packages is subjective and without qualitative statistical procedure.

The database will be established within the host community under the care of the community chief in order to ensure full ownership and sustainability of the exercise. In addition, another database will be established in the Department of Agricultural Economics, University of Nigeria. Collaborating institutions, such as the University of Nigeria, will help in establishing the database on poverty analysis, tracking, and alleviation measures. The local government council of Nigeria, the NAPEP, the NBS, and nongovernmental organizations interested in community welfare will have access to the database, which is supposed to be a national facility. It is expected that the NAPEP, the NBS, and the national council of Nigeria will sponsor and facilitate
periodic updating of the database after buying into the research methodology and results as disseminated. They will, in addition, encourage other communities and local governments to undertake similar self-appraisal of their welfare. The update will also involve collecting data from community monitoring exercises in other communities and making them available to researchers and other interested users.

In summary, the process of carrying out this research will improve the ability of all participants (individuals and institutions) to work as a group and as stakeholders in poverty alleviation.

**Expected Outputs**

1. Paper, which reviews the existing poverty monitoring system in Nigeria.
2. Design of the proposed CBMS for pilot test.
3. A report of the consultation meetings on the proposed design of indicators and methodology.
4. Development of data collection and processing tools.
5. Final design of CBMS methodology.
6. Training modules (e.g., training of enumerators, training on data processing, training on poverty mapping, training on the use of CBMS data, and others).
7. Establishment of a CBMS database.
8. Poverty profiles for the selected project area using the data gathered from the survey.
9. A research paper on the use of CBMS as a tool for strengthening poverty alleviation efforts in Nigeria.
10. Final design of CBMS for implementation/replication in other sites of Nigeria.
11. A documentation of the proceedings of the different dissemination activities.
12. Final project report containing a technical report on the details of all project activities and a detailed project financial report.
References


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