

Philippine Development Forum Working Group on
Millennium Development Goals (MDGs) and Social Progress

Poverty Monitoring in the Philippines:
The Case for Community Based Monitoring System (CBMS)

I. STATE OF POVERTY MONITORING

As part of the Social Reform Agenda (SRA) in the 1990s, the Philippine government took serious steps to address poverty reduction in the country. Among the initiatives during this period, aside from the creation of the National Anti-Poverty Commission (NAPC), was the monitoring and tracking of poverty as an integral part of managing the eradication of poverty at a faster pace. It followed the principle that *“what you cannot measure, you cannot manage”*.

This resulted in the implementation of a support tool for the flagship government convergence program to provide minimum basic needs (Comprehensive and Integrated Delivery of Social Services) that included the development of *33 income and non-income indicators (Community-Based Information System): enabling, survival, and security and a diagnostic tool to assess poverty in the barangay, municipal, city, and provincial level.*

The need for a diagnostic tool gave birth to the COMMUNITY BASED MONITORING SYSTEM (CBMS).

In the process of streamlining and rationalizing this initiative, the indicators were *reduced to a minimum core set of 13 Local Poverty Indicators in 2003 and in 2004 one more indicator was added on maternal mortality rate. Today these are now known as the 14 Core Local Poverty Indicators.*

In an *en banc* resolution of the National Anti-Poverty Commission (NAPC) of March 2003, local government units (LGUs) were directed to adopt the core local poverty indicators (CLPI) as a minimum set of community-based information for poverty diagnosis and planning and integrate such information into their local poverty monitoring systems and use in preparation of local level action plans and programs.

Subsequently, the Dept. of Interior and Local Government (DILG) issued a memorandum circular in April 2003 that guided LGUs in the adoption of the Core Local Poverty Indicators in:

- Planning and development of more focused, customized and responsive poverty reduction plans.
- Better targeting of the services for the poor and the vulnerable; less leakages
- Monitoring and assessment tool of outcome/ impact of interventions

BASIC NEEDS	CORE INDICATORS
A. Health	<p>1 <i>Proportion of child deaths aged 0-5 years old</i></p> <p>2 <i>Proportion of women deaths due to pregnancy-related causes</i></p>
B. Nutrition	<p>3 <i>Proportion of malnourished children aged 0-5 years old</i></p>
C. Shelter	<p>4 <i>Proportion of households living in makeshift housing</i></p> <p>5 <i>Proportion of households who are squatters</i></p>
D. Water and Sanitation	<p>6 <i>Proportion of households with no access to safe water supply</i></p> <p>7 <i>Proportion of households with no access to sanitary toilet facilities</i></p>
E. Basic Education	<p>8 <i>Proportion of children 6-12 years old not in elementary school</i></p> <p>9 <i>Proportion of children 13-16 years old not in secondary school</i></p>
F. Income	<p>10 <i>Proportion of households with income below poverty threshold</i></p> <p>11 <i>Proportion of households with income below subsistence threshold</i></p> <p>12 <i>Proportion of households who experienced food shortage</i></p>
G. Employment	<p>13 <i>Proportion of persons who are unemployed</i></p>
H. Peace and Order	<p>14 <i>Proportion of persons who were victims of crime</i></p>

Local Government Unit (LGU) specific indicators:

- Migration
- Agriculture, Fishing and Forestry
- Individual Specific Information
- Political / Community Participation
- Business and Entrepreneurship
- Victims of crimes and calamities
- Waste Management
- Access to programs
- Access to community services and facilities

Developments in 2005

In January 24, 2005, the National Statistics Coordination Board (NSCB) officially recognized and enjoined support to CBMS as a tool to strengthen the statistical system at the local level. It resolved further that the NSCB Technical Staff initiate and coordinate an advocacy program for the adoption of the CBMS by the LGUs.

As of 2005 the coverage of CBMS in the Philippines is as follows:

- 17 provinces out of a total of 79 or 22%
- 11 cities out of a total of 117 or 9%
- 228 municipalities out of a total of 1500 or 15%
- 5566 barangays out of 41,975 or 13%

The Medium Term Philippine Development Plan 2004-2010 has also set the year 2010 as the target of the national implementation of a core local poverty indicators monitoring system.

II. THE CASE FOR CBMS

WHY CBMS?

- CBMS provides policymakers and program implementers with a good information base for tracking the impacts of macroeconomic reforms and various policy shocks.
- It is an organized way of collecting information at the local level for use of local government units, national government agencies, non-government organizations, and civil society for planning, program implementation and monitoring.
- It is a tool intended for a more improved governance and greater transparency and accountability in resource allocation.
- It addresses the lack of necessary disaggregated data for:
 - ✓ Diagnosing extent of poverty at the local level

- ✓ Determining the causes of poverty
 - ✓ Formulating appropriate policies and program
 - ✓ Identifying eligible beneficiaries
 - ✓ Assessing impact of policies and programs
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BENEFITS OF USING CBMS

Barangays, towns, cities and provinces that have adopted CBMS have proven that:

- **CBMS builds the capacity of the members of the community to participate in the development planning and monitoring process.**
 - Community leaders and volunteers are trained in the various aspect of the CBMS process, i.e., collect, process, validate, analyze and use of data
- **CBMS enriches existing LGU databases**
 - Computerized databanks were established in almost all municipalities of the province of Palawan

- CBMS has provided socioeconomic attributes to the existing environment information database of the Province
- CBMS can be used to enrich the database of the Peace Resource Center (OPAPP Program)
- **CBMS enhances the preparation of socioeconomic profiles, development and investment plans.**
 - In Palawan, CBMS data has been used as basis for the preparation of the province's first Human Development Report for the year 2000.
 - NGOs i.e Conservation International, European Union through PTFPP and Southern Palawan Planning Council in Palawan have likewise used CBMS data for resource profiling of environment project sites in the Province.
 - Provincial Office of the Philippine National Red Cross has used data in facilitating the preparation of Disaster Management Preparedness Plan for selected barangays in Palawan.
 - CBMS data has also been used for the preparation of the Comprehensive Land Use Plan of Palawan.
- **CBMS enhances the preparation of socioeconomic profiles, development and investment plans**
 - In Camarines Norte, CBMS data has been used as benchmark information for the preparation of Barangay Socioeconomic Profiles and project proposals for development projects
 - Likewise, CBMS can be used to prepare profiles of conflict and non-conflict areas in Mindanao
- **CBMS aids in diagnosing poverty at the local level.**
 - CBMS provides disaggregated information, which gives a detailed picture on the needs of the communities through the household and barangay surveys; and corresponding explanations for such deficiencies as gathered during validation forums.
 - Here, local officials are able to assess the causes and extent of poverty in their community
- **CBMS aids in formulating appropriate interventions**
 - Once community needs and problems are identified through the use of CBMS information, local planners would now be able to identify appropriate interventions

needed to address inadequacies in the community especially in conflict areas in parts of Mindanao

- CBMS data also provides vital baseline information for the preparation of barangay, municipal/city and provincial annual investment plans, land use plans, and other development reports.
- **CBMS aids resource allocation**
 - It serves as a basis for allocating resources by facilitating prioritization of social services and other programs.
 - CBMS data can facilitate allocation of the following development funds for the needed programs and interventions in Mindanao:
 - ARMM Social Fund for Peace and Development (ASFP);
 - Mindanao Peace and Development Fund (MPDF);
 - Mindanao Trust Fund (MTF);
 - Catch-Up Plan for Mindanao (Mindanao Natin)
- **CBMS helps in identifying eligible beneficiaries.**
 - CBMS can facilitate targeting by providing information on who are the eligible beneficiaries for specific programs.
 - Sector-specific indicators can be used to identify who should receive the intervention
 - Composite indicators can be used to rank the poorest households in the barangay or municipality

Example: Data gathered from CBMS has been used in Labo, Camarines Norte as a tool for targeting beneficiaries of a health program (distribution of toilet bowls) of the municipal health office.
- **CBMS data can be used as basis for impact monitoring of projects and programs.**
 - Palawan Case

Data from CBMS served as inputs for the impact evaluation of the Comprehensive Integrated Delivery of Social Services (CIDSS) program in selected sites in Palawan.
 - Validation of CBMS data for 2000 has facilitated the tracking of impact of a Sanitation Program, which was earlier implemented in the Municipality of Bataraza, Southern Palawan.

III. WHAT THE PHILIPPINE DEVELOPMENT FORUM (PDF) CAN DO

The Philippine target is 100% coverage by 2010. As of this date, and four more years to 2010, the country is not even half-way the target. Indeed the, pace of institutionalizing CBMS needs to be accelerated.

The Philippine Development Forum can support the attainment of the 100% coverage by 2010 by supporting the following interventions:

- Capacity building of LGUs for the CBMS methodology
- Development of a larger pool of CBMS trainers
- Provision of hardware (computers) to facilitate the adoption of CBMS
- Provision of grants to projects that have been identified through the CBMS
- Recognition through an awards system of CBMS models.