

# PROCEEDINGS OF THE CBMS NATIONAL CONFERENCE



# Building Partnerships, Strengthening Capacities, and Fostering Responsive and Accountable Governance



DECEMBER 8-10, 2009

MANILA, PHILIPPINES



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# **Building Partnerships, Strengthening Capacities, and Fostering Responsive and Accountable Governance**

**Proceedings of the  
2009 National Conference on CBMS**



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The 2009 CBMS Philippines Conference was organized by the PEP-CBMS Network Coordinating Team of the Angelo King Institute for Economic and Business Studies, De La Salle University-Manila with support from the International Development Research Centre (IDRC), Ottawa, Canada and the Canadian International Development Agency (CIDA).



**Building Partnerships, Strengthening Capacities, and Fostering Responsive and Accountable Governance**

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## **Acknowledgements**

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# Preface

This volume contains the proceedings of the 6th National Conference on the Community-Based Monitoring System (CBMS) organized by the PEP-CBMS Network Coordinating Team of the Angelo King Institute for Economic and Business Studies of the De La Salle University-Manila in collaboration with the Department of the Interior and Local Government (DILG), the National Anti-Poverty Commission (NAPC), and the National Economic and Development Authority (NEDA).

The 3-day Conference held at the Diamond Hotel on December 8-10, 2009 attracted over 300 CBMS stakeholders consisting of local chief executives, development practitioners, policymakers, academicians, and researchers from the north to the south of the Philippines.

Under the theme “***Building Partnerships, Strengthening Capacities and Fostering Responsive and Accountable Governance***” the Conference featured keynote presentations and panel discussions on the following: (i) Achieving the development agenda of local chief executives; (ii) Impacts of the Global Financial Crisis on poverty; (iii) Using CBMS for Disaster Risk Management; (iv) Using CBMS for program targeting and impact monitoring; (v) Global and national initiatives on the Millennium Development Goals (MDGs); (vi) Empowering communities in meeting the MDGs; (vii) Applications of CBMS for evidence-based policymaking at the local level; (viii) Integrating the LGPMS and CBMS in the Comprehensive Development Plans of local government units; (ix) Uses of CBMS for provincial development initiatives; (x) Uses of CBMS for improving local governance in Mindanao, and (xi) Regional development initiatives on CBMS.

Once again, the Conference showcased the rich, fruitful and meaningful experiences of local government units all over the country in using CBMS for planning, program formulation, policy impact assessment and poverty monitoring, among others. The insightful presentations of the invited resource persons were most often followed by spirited discussions that were stimulated further by the commentaries and responses of the participants.

We take this opportunity to convey our sincerest thanks and appreciation to the authors for allowing us to feature their papers and presentations in this volume, as well as to our growing list of partners who continually provide us with the inspiration to continue pursuing and advocating the CBMS cause through their first-hand accounts of how they have been able to find pathways out of poverty through CBMS.

**The PEP-CBMS Network Coordinating Team**



# Program

**Day 1: December 8, 2009**

**Theme: Global Crisis-Challenges for Good Governance  
and Ways Forward**

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8:00-8:45	-	<b>Registration</b>
8:45-9:00	-	<b>Opening Ceremony</b>
	-	<i>Welcome Remarks</i>
		<ul style="list-style-type: none"><li>• Dr. Celia M. Reyes CBMS Network Leader</li><li>• Dr. Winfred M. Villamil Executive Director Angelo King Institute for Economic and Business Studies De La Salle University-Manila</li><li>• Dr. Evan Due Senior Regional Program Specialist International Development Research Centre</li></ul>
9:00-9:30	-	<i>Inspirational Address</i> Br. Armin A. Luistro, FSC President and Chancellor De La Salle University-Manila
9:30-10:00	-	<i>Keynote Address</i> Undersecretary Austere A. Panadero Department of the Interior and Local Government
10:00-10:15	-	<b>Open Forum</b>
10:15-10:30	-	<b>Coffee Break</b>
10:15-11:45	-	<i>Session 1</i> <b>Panel Discussion of Governors on Achieving Development Vision</b>  Moderator: Dr. Tereso S. Tullao, Jr., DLSU-Manila



		<ul style="list-style-type: none"> <li>• Governor Rogelio Espina Biliran</li> <li>• Governor Jose Carrion Marinduque</li> <li>• Governor Joel Reyes Palawan</li> <li>• Governor Rolando Yebes Zamboanga del Norte</li> </ul>
11:45-12:00	-	<b>Launch of CBMS Publications</b> <ul style="list-style-type: none"> <li>• The Many Faces of Poverty, Volume 1</li> <li>• Fighting Poverty with Facts: Community-Based Monitoring Systems</li> <li>• Developing and Piloting a Gender Responsive Community-Based Planning and Budgeting Tool for Local Governance</li> <li>• The Palawan Human Development Report</li> <li>• Monitoring the Achievement of the Millennium Development Goals (MDGs) using CBMS: Proceedings of the 2008 CBMS National Conference</li> </ul>
12:00-1:00	-	<b>Lunch Break</b>
1:00-2:00	-	<i>Session 2</i> <b>CBMS Network's Research Findings on the Impacts of the Global Financial Crisis on Poverty</b>  Session Chair: Dr. Josef T. Yap, PIDS <ul style="list-style-type: none"> <li>• CBMS Network Research Findings on the Impacts of the Global Financial Crisis on Poverty Dr. Celia M. Reyes CBMS Network</li> <li>• A New Approach to Targeting the Poor with Application to CBMS Dr. Nanak Kakwani Resource Person- PEP-CBMS Network</li> </ul>

2:00-3:30       -       *Session 3*  
**Use of CBMS for Disaster-Risk Management at the Local Level**

Session Chair: Dr. Josef T. Yap, PIDS

- Engr. Evaristo Pandi  
      Labo, Camarines Norte
- Engr. Frances Eduarte  
      Olongapo City
- Engr. Jovenee Sagun  
      Puerto Princesa City

3:30-3:45       -       **Coffee Break**

3:45-5:30       -       *Session 4*  
**Uses of CBMS for Program Targeting and Impact Monitoring**

Session Chair: Dr. Exaltacion Lamberte, DLSU-M

- Mayor David Aurello  
      Dumarán, Palawan
- Ms. Irene Nenette Gonzales  
      Mercedes, Eastern Samar
- Arch. Madonna Abular  
      Province of Camarines Norte
- Ms. Antonia Burabod  
      Tabaco City, Albay

**Day 2: December 9, 2009**

**Theme: Shaping Policy Reforms and Advancing a Human-Centered Development Agenda**

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8:30 - 9:00       -       **Invocation/National Anthem**

9:00-9:15       -       **Keynote Address**  
Sec. Domingo Panganiban  
Lead Convenor  
National Anti-Poverty Commission

9:15-10:20	-	<p><i>Session 5</i></p> <p><b>Global and National MDG Program Initiatives</b></p> <p>Session Chair: Dr. Celia M. Reyes, CBMS Network Leader</p> <ul style="list-style-type: none"> <li>• Status Report on National MDG Achievements and Initiatives in the Philippines Dir. Erlinda Capones Social Development Staff National Economic and Development Authority</li> <li>• Global MDG Initiative and Next Steps of UNDP Philippines on MDGs Ms. Corazon Urquico United Nations Development Programme (UNDP) Philippines</li> </ul>
10:20-10:30		<b>Presentation of CBMS Publications</b>
10:30-12:30	-	<p><i>Session 6</i></p> <p><b>Empowering Communities in Meeting the MDG Challenge</b></p> <p>Session Chair: Mr. Ramon Falcon, NEDA-SDS</p> <ul style="list-style-type: none"> <li>• Statistical Capacity Building for MDG Monitoring at the Local Level Dir. Gervacio Sekda Statistical Research and Training Center Mr. Donald Gawe National Economic and Development Authority Region 4-A</li> <li>• Achieving Local Development Agenda through CBMS Mr. Meynard Melo Batangas Governor Victor A. Yap Tarlac Prof. Krishna Buenaventura CBMS-TWG Tarlac Mr. Joel Zapanta CBMS-TWG Tarlac</li> </ul>
12:30-1:30	-	<b>Lunch Break</b>

1:30-3:00	-	<p><i>Session 6</i></p> <p><b>Empowering Communities in Meeting the MDGs Challenge</b></p> <p>Session Chair: Mr. Ramon Falcon, NEDA-SDS</p> <ul style="list-style-type: none"> <li>• Mayor Victoria Lim Municipality of Gasan, Marinduque</li> <li>• Mr. Arturo M. Salva, Jr. Municipal Planning and Development Coordinator Gasan, Marinduque</li> <li>• Ms. Edna Tongson Provincial Planning and Development Office Agusan del Sur</li> </ul>
3:00-4:00	-	<p><i>Session 7</i></p> <p><b>Applications of CBMS for Evidence-Based Policymaking at the Local Level</b></p> <p>Session Chair: Dr. Aniceto Orbeta, PIDS</p> <ul style="list-style-type: none"> <li>• Vice Gov. David Ponce De Leon Palawan</li> <li>• Mr. Arnold G. Guyguyon MPDC, Asipulo, Ifugao</li> </ul>
4:00-5:30	-	<p><i>Session 8</i></p> <p><b>Micro Impacts of Macroeconomic Policy Shocks on Poverty</b></p> <p>Session Chair: Dr. Myrna Austria, DLSU-CBE</p> <ul style="list-style-type: none"> <li>• Impact Assessment of National and Regional Policies: An Application of the Philippine Regional General Equilibrium Model (PRGEM) Dr. Roehlano Briones Philippine Institute for Development Studies</li> <li>• Poverty Impacts of Preferential and Multilateral Trade Liberalization on the Philippines Mr. Angelo Taningco De La Salle University-Manila</li> </ul>

- Labor Supply Responses to Adverse Shocks Under Credit Constraints: Evidence from Bukidnon, Philippines  
Ms. Jasmin Suministrado  
Knowledge for Poverty Alleviation Programs, CCLFI

#### Responses

- Dr. Aniceto Orbeta, Jr.  
Philippine Institute for Development Studies
- Dr. Ramon Clarete  
UP School of Economics

5:20-5:30	-	<b>Open Forum</b>
5:30-5:40	-	<b>Presentation/Accreditation of CBMS Trainors</b> Asst. Dir. Anna Bonagua Bureau of Local Government Development Department of the Interior and Local Government

### Day 3: December 10, 2009

#### Theme: Enhancing Local Development Planning and Poverty Diagnosis through CBMS

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9:00-10:30	-	<i>Session 9</i> <b>Integrating the LGPMS and CBMS in the Comprehensive Development Plans of LGUs</b>
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Session Chair: Prof. Simeon Ilago, UP-NCPAG

- Dir. Manuel Q. Gotis - CESO III  
Bureau of Local Government Development  
Department of the Interior and Local Government
- Engr. Merlita Lagmay  
City Planning and Development Coordinator, Pasay City
- Mr. Arnold G. Guyguyon  
Municipal Planning and Development Coordinator, Asipulo, Ifugao



- Engr. Naulie Cabanting  
City Planning and Development  
Coordinator, Candon City

10:30-10:45 - **Coffee Break**

10:45-12:30 - *Session 10*  
**Uses of CBMS for Provincial  
Development Initiatives**

Session Chair : Prof. Simeon Ilago, UP-NCPAG

- Mr. Rene Paraba  
Provincial Planning and Development  
Coordinator  
Sarangani
- Mr. Loy Cañales  
Provincial Planning and Development  
Coordinator  
Zamboanga del Sur
- Hon. Allan Santiago  
Provincial Board Member and CBMS  
Team Leader, Agusan del Sur
- Nephtali Morgado  
CBMS-TWG, Agusan Del Sur

12:30-1:45 - **Lunch Break**

1:45-3:00 - *Session 11*  
**Uses of CBMS for Improving Local  
Governance in Mindanao**

Session Chair: Asec. Dolores de Quiros-Castillo,  
NAPC

- Gov. Erlpe John Amante  
Province of Agusan del Norte
- Ms. Rosevic Lacaya-Ocampo  
Provincial Planning and Development  
Coordinator  
Zamboanga del Norte
- Mayor George Minor  
Margosatubig, Zamboanga del Sur
- Atty. Alanixon A. Selda  
Municipal Administrator, Siayan,  
Zamboanga del Norte

3:00-4:15

-

*Session 12*

**Regional Development Initiatives on CBMS**

Session Chair: Asec. Dolores de Quiros-Castillo -  
NAPC

- RD Oskar Balbastro  
NEDA, MIMAROPA
- ARD Aida Z. Laruda - CESO IV  
DILG Reg. 8 (Eastern Visayas)

4:15-4:45

-

*Session 13*

**Next Steps/Future Directions**

Dr. Celia M. Reyes  
CBMS Network Leader

## **Proceedings of the 2009 National Conference on CBMS: An Integrative Report**

Over 300 CBMS practitioners and stakeholders converged for the 6th CBMS Philippines National Conference which was held on December 8-10, 2009 at the Diamond Hotel in Manila. The event served as an avenue where various local government units from all over the Philippines were able to discuss recent developments in CBMS implementation as well as impart learnings and key findings from their localities. In particular, policymakers shared some concrete and practical uses of the CBMS in the areas of policymaking, program designing and impact monitoring.

Organized by the PEP-CBMS Network Coordinating Team of the Angelo King Institute for Economic and Business Studies of the De La Salle University – Manila, the event was also made possible with the support from the International Development Research Centre (IDRC), the Canadian International Development Agency (CIDA), the Australian Agency for International Development (AusAID) and the United Nations Development Programme (UNDP) – Philippines. Serving as co-organizers of the conference were the Department of the Interior and Local Government (DILG), National Anti-Poverty Commission (NAPC) and National Economic and Development Authority (NEDA).

Secretary Domingo Panganiban of NAPC and Undersecretary Austere Panadero of the DILG delivered keynote speeches during the conference.

The PEP-CBMS Network also launched five publications during the same occasion: *The Many Faces of Poverty* (Volume 1), *Fighting Poverty with Facts: Community-Based Monitoring Systems*, *Developing and Piloting a Gender-Responsive Community-Based Planning and Budgeting Tool for Local Governance*, the *Palawan Human Development Report*, and the *Proceedings of the 2008 CBMS National Conference*. The newly-accredited CBMS trainers from the DILG, NAPC, NEDA and several local government units were also recognized.

Another highlight of the conference was the session on Micro Impacts of Macroeconomic Policy Shocks on Poverty which featured presentations from Dr. Roehlano Briones of the Philippine Institute for Development Studies (PIDS), Mr. Angelo Taningco of DLSU-Manila and Ms. Jasmin Suministrado of Knowledge for Poverty Alleviation Programs, Center for Conscious Living Foundation.

The discussions during the three-day conference revolved around three themes: Global Crisis Challenges for Good Governance and Ways Forward; Shaping Policy Reforms and Advancing a Human-Centered Development Agenda; and Enhancing Local Development Planning and Poverty Diagnosis through CBMS.

### **Achieving Development Vision**

During the panel discussion of governors, Governor Rogelio Espina of Biliran, Governor Jose Carrion of Marinduque, Governor Joel Reyes of Palawan and Governor Rolando Yebes of Zamboanga del Norte shared how they utilized their CBMS databases in pursuing their development agenda. Enumerating programs where their CBMS data were used, they all shared the sentiment that indeed, CBMS is a useful tool.

Governor Espina highlighted how the data from the CBMS were used to target beneficiaries for income and livelihood programs. Meanwhile, Governor Carrion shared how they linked up with non-government organizations in implementing various programs wherein CBMS data were used as a targeting tool.

Governor Reyes, on the other hand, shared how they have been using CBMS for years as a basis for their local planning exercises. Further, he proudly said that they can readily tell their service providers which particular households are in need because of the data. The Provincial Government of Palawan has prepared two issues of Human Development Reports which were based on the data they have been gathering using the CBMS methodology.

For Zamboanga del Norte, Governor Yebes hoped that implementing their 2<sup>nd</sup> wave of CBMS in 2013 will allow them to carefully plan and achieve more significant headways in alleviating poverty.

### **Findings on the Impacts of the Global Financial Crisis on Poverty**

In the first quarter of 2009, a special initiative to monitor the impact of the Global Financial Crisis (GFC) which hit both developed and developing countries was launched. Dr. Celia Reyes, CBMS Network Leader, presented an analysis of the GFC's impact on poverty in the Philippines. The results of the study showed that the impact was not as large as initially expected. However, coupled with the impact of the rising prices of rice and fuel in 2008 and the recent natural calamities, poverty incidence was expected to go up. The results further revealed that in response to the crisis, households adopted various

coping mechanisms some of which may have negative effects in the long run. The study suggested improvements in program design and targeting of government interventions.

On the other hand, Dr. Nanak Kakwani of the University of South Wales introduced a new approach of targeting the poor that could be applied to CBMS. He developed a targeting indicator, which provides the probability of a program selecting a poor or a non-poor as a beneficiary.

### **Use of CBMS for Disaster-Risk Management at the Local Level**

Municipal Planning and Development Coordinator (MPDC) Engr. Evaristo Pandi of Labo, Camarines Norte shared with the participants how CBMS was used for disaster-risk management in their municipality. Using their household-level maps, they were able to identify households which were vulnerable to disasters enabling them to immediately respond to crisis situations. For instance, evacuation centers nearest to the affected areas were immediately pinpointed. Monitoring of affected households and distribution of relief goods were also facilitated through this method.

Engr. Frances Duarte of Olongapo City shared how they were able to make more detailed hazard maps using household-level maps of CBMS, thus allowing for identification of hazard-prone households and installation of early warning devices. Further he said that the CBMS data is used as a reference of the City Disaster and Coordinating Council's Emergency Response Plan.

Meanwhile, Engr. Jovenee Sagun discussed how the city government of Puerto Princesa used its CBMS data in implementing programs geared towards fostering sustainable development.

### **Uses of CBMS for Program Targeting and Impact Monitoring**

As a recipient of the CBMS-UNDP Development Grant Program for years 2005, 2006 and 2007, Mayor David Aurello of Dumaran, Palawan, shared how they were able to efficiently target beneficiaries using the CBMS approach for their seaweed farming and marketing livelihood, water system and salt-making projects. He reported that after the projects, there was a significant decline in the poverty incidence in the project sites and a decline in the proportion of households without access to safe water.

Echoing this, MPDC Irene Nenette Gonzales of Mercedes, Eastern Samar, shared how they were able to improve their access to sanitary toilets by using the CBMS data to target beneficiaries for their project which was also funded under the grant program. She further said that the utilization of CBMS data in their municipality did not stop upon project completion, but that they utilized their database to launch different livelihood activities.



Arch. Madonna Abular, Provincial Planning and Development Coordinator of Camarines Norte and CPDC Antonia Burabod of Tabaco City, Albay, both agreed that through proper targeting they were able to improve the situation of their constituents.

### **Global and National MDG Program Initiative**

Dir. Erlinda Capones of the NEDA – Social Development Staff (SDS) presented the status of the Philippines vis-a-vis the Millennium Development Goals (MDGs). She argued that by 2015, there is a big possibility that most of the MDG targets will be achieved by the country despite suffering devastation from natural calamities such as Typhoons Ondoy and Pepeng and various economic crises such as the GFC and increases in the price of food and oil. However, more than the natural calamities and the economic crises, Dir. Capones noted that one tough challenge is the resource gap in financing the MDGs. To address these gaps then, she noted how the national government has prioritized the MDGs in the budget preparation process.

Ms. Corazon Urquico of UNDP-Philippines highlighted the importance of tracking the MDGs. She shared how this year, the UNDP initiated the formulation of provincial progress reports on the MDGs. She reported that a total of 10 provinces have agreed to prepare the reports using CBMS data. She further noted that the preparation of these reports is very timely given that they are able to highlight disparities across regions and localities. She argued that knowing the status at the local level is important because the status at the national level is defined by this.

### **Empowering Communities in Meeting the MDG Challenge**

Given the thrust towards the achievement of the MDG targets by 2015, the national government, through its various line agencies, has embarked on several projects to monitor the status of the regions. Dir. Gervacio Selda of the Statistical Research and Training Center (SRTC) shared what they have been doing in their efforts to meet the MDG challenge. The SRTC considers the CBMS a viable approach in generating subregional data that are vital to local planning and decision-making. Thus the SRTC made the four CBMS modules as part of its regular course offerings. He also shared how they are currently implementing CBMS in Batangas through an MDG project funded by UNDP.

In Region IV-A, Mr. Donald Gawe of NEDA noted that they initially did not have the data requirements to monitor the MDGs until they implemented CBMS. He proudly shared that in fact, it's not just their database that was greatly improved, but the local planners gained more knowledge and technical skills as well.

To illustrate further how the implementation of CBMS empowered communities in meeting the MDGs, PPDC Meynard Melo of Batangas showed how the CBMS indicators greatly complement the MDG indicators, as well as the priorities of the administration of Governor Rosa Vilma Santos-Recto.

Governor Victor Yap of Tarlac agreed with Melo in saying that CBMS has allowed them to monitor the status of achieving the MDG targets easily at the local level and added that in fact the CBMS data they have were used to target beneficiaries aimed at reaching the MDG targets. Krishna Buenaventura of Tarlac State University explained how the Provincial Government of Tarlac, the academic institutions in the province and other organizations worked together to implement the CBMS. She shared how they utilized the faculty and students of Tarlac State University for data collection, encoding and processing. Mr. Joel Zapanta from the Technical Working Group of Tarlac added that when they implemented CBMS they added an innovation to the process by having the e-data collection instead of the usual pen and paper data collection method.

Mayor Victoria Lim and MPDC Arturo Salva Jr. of Gasan, Marinduque shared their status vis-a-vis the MDG targets and highlighted the fact that it is through CBMS that they were able to know where they stand, what they have to achieve and what they need to do to achieve their goals. This was also the point made by Edna Tongson of the Provincial Planning and Development Office of Agusan del Sur when she gave a brief overview of where Agusan del Sur is in terms of achieving the MDGs.

### **Applications of CBMS for Evidence-Based Policymaking at the Local Level**

Vice Governor David Ponce de Leon of Palawan shared how they were able to utilize CBMS in their campaign against substance abuse. He noted that the CBMS' use in poverty alleviation programs complements their Anti-Drug-Abuse Program which consists of preventive education programs, information dissemination and establishment of community outreach programs, among others. He argued that in contrast to the traditional planning method against drug abuse where initiatives begin at the top level and are based on perceived needs, in the CBMS planning method, the initiatives begin at the community level and are based on actual needs.

Another example of the concrete use of CBMS in evidence-based policymaking was given by MPDC Arnold Guyguyon of Asipulo, Ifugao. He shared how the CBMS data allowed communities to determine and decide the direction of their development and identify which programs fit their needs. Also, the communities were empowered to seek assistance since they have data to prove to the policymakers that these are the types of interventions that they need.

## **Integrating the LGPMS and CBMS in the Comprehensive Development Plan**

Dir. Manuel Gotis of the Bureau of Local Government Development (BLGD)-DILG discussed how the Local Governance Performance Management System (LGPMS) and the CBMS can be integrated in the Comprehensive Development Plans of LGUs. As a more concrete example of the integration of the LGPMS and the CBMS for the CDP, CPDC Merlita Lagmay of Pasay City presented how this process will benefit the LGUs since the data needed in the LGPMS can be provided by the CBMS. CPDC Naulie Cabanting of Candon City echoed this by saying that the CBMS data is very rich and very useful for sectoral planning.

## **Uses of CBMS for Provincial Development Initiatives**

Provincial Board Member Allan Santiago and TWG Member Nephtali Morgado of Agusan del Sur showcased the use of CBMS in their province. Further, they introduced the new system based on CBMS that they developed.

Mr. Rene Paraba of the Provincial Planning and Development Office of Sarangani shared that statistics generated by Small Area Estimates (SAE) of the National Statistical Coordination Board (NSCB) revealed Sarangani was one of the poorest provinces in the country. He said that this situation seemed unrealistic to all development stakeholders in the province. Thus, the province decided to implement CBMS in February 2008.

Meanwhile, Mr. Loy Cañales, Provincial Planning and Development Coordinator of Zamboanga del Sur discussed the interventions to help scale-up poverty alleviation in the province: preparation of CBMS-based development plans; reduction in the number of waterless barangays; improvement in access to livelihood opportunities; increase in health insurance coverage; rationalization of resource allocation, formulation of social policy memos; and preparation/updating of PDPFP-CLUPs-CDPs. All of these, he said, were identified with the help of the results of the CBMS survey.

## **Uses of CBMS for Improving Local Governance in Mindanao**

Governor Erle John Amante of Agusan del Norte shared that in their province, the CBMS was used to prepare different plans: Barangay Development Plans, Disaster Risk Management Plan, Provincial Investment Plan for Health, Municipal and Provincial Ecological Profile and the Participatory Initiatives In Governance Project (PING). The data has also been used in various projects such as the SEA-K, cash transfer, and investment programs among others.

Likewise, Mayor George Minor of Margosatubig, Zamboanga del Sur, said that the situation in their municipality is not unlike other municipalities – poverty still remains as their top concern. Being a 3<sup>rd</sup> class municipality, the municipal government launched a number of programs aimed at alleviating poverty. These programs, to improve efficiency and effectivity in program

delivery, were designed based on their situation illustrated by the CBMS data they collected.

In a similar note, Municipal Administrator Alanixon Selda of Siayan, Zamboanga del Norte shared how they implemented projects based on a barangay's profile. This scheme enabled them to launch more programs that could help alleviate poverty the municipality. The CBMS data allowed them to tailor-fit their programs to the needs of the barangay.

### **Regional Development Initiatives on CBMS**

Regional Director Oskar Balbastro of NEDA-MIMAROPA (IVB) argued that CBMS still remains to be the most cost-effective and easy-to-sustain system available to LGUs that can generate household information aggregated from the barangay level up to the provincial, regional and national levels. And given that it has both spatial and statistical data, it is very useful in physical planning and disaster risk management. He noted that CBMS can augment national data, especially on agriculture and tourism, the two resource sectors of the region.

On the other hand, Assistant Regional Director Aida Laruda of DILG-Region VIII, shared that from the initial 16 municipalities which first implemented CBMS in Eastern Visayas, they now implement the system region-wide. Because of the presence of data, some provinces were able to avail of development grants. Given the benefits they get from implementing CBMS, the DILG-Region VIII went a step further by strengthening its collaboration with the Commission on Population to integrate CBMS core local poverty indicators with population and development indicators in the preparation of the ecological profile as an input to the Comprehensive Development Plan (CDP). This is in response to the DILG's circular on the harmonization of plans at the local level.



## *Opening Remarks*

# **Building Partnerships, Strengthening Capacities, and Fostering Responsive and Accountable Governance**

**Celia M. Reyes\***

Welcome to the 6<sup>th</sup> CBMS National Conference!

The annual CBMS National Conference in the Philippines convenes national and local policymakers, planners, and development stakeholders to discuss and share the recent progress in the implementation and applications of the community-based monitoring system. Over the years, CBMS has been found useful for local development planning and budgeting, poverty mapping, program design and targeting, and monitoring the achievement of the Millennium Development Goals (MDG).

This year's theme is "Building Partnerships, Strengthening Capacities, and Fostering Responsive and Accountable Governance." Our partnerships with national government agencies and local governments have facilitated the adoption of CBMS in the country. This system is now being applied in 59 provinces, of which 31 are implementing it province-wide. The National Anti-Poverty Commission, the Department of Interior and Local Government, and the National Economic and Development Authority have been our key partners in the advocacy and capacity-building efforts. With their support, capacities of local governments have been strengthened, and these are manifested in more responsive plans and budgets, and better targeted programs.

Among the highlights of this year's conference are presentations on the uses of CBMS for monitoring the impact of the global financial crisis on poverty and for managing disaster risks. There will also be presentations on the status of provinces and municipalities vis-à-vis the MDG targets. This gathering has been made more meaningful with the participation of governors and mayor who will share their vision for their provinces and show us how CBMS is helping them achieve such vision.

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\* Poverty and Economic Policy (PEP) Research Network Co-Director and CBMS Network Leader

We would like to express our gratitude to our development partners for their continuing support to the CBMS Network. In particular, we are very honored to have with us our distinguished President and Chancellor Br. Armin Luistro; our dynamic DILG Undersecretary Austere Panadero; the Executive Director of the Angelo King Institute Winfred Villamil; our energetic governors; and our very supportive CBMS focal persons and representatives from national government agencies and academe. We would like to express our gratitude to the International Development Research Centre (IDRC), which has been supporting our program for the last 18 years. Through their support, CBMS is now not just being implemented in 59 provinces in the Philippines; it is applied in 14 other countries as well.

On behalf of the PEP-CBMS Network Coordinating Team, we welcome and thank you for participating in this annual gathering of CBMS practitioners and supporters.

## *Welcome Remarks*

# **Promoting Good Governance through CBMS**

**Winfred M. Villamil\***

Our partners in development efforts, honored guests, ladies and gentlemen, good morning!

On behalf of the Angelo King Institute for Economic and Business Studies, let me extend our warmest welcome to all of you on this 6th National Conference of the Community-Based Monitoring System.

The CBMS, as you all know, is a systematic way of collecting information on the well-being of the population in a community. The indicators used in the collection of data are able to capture the multidimensional aspects of poverty and to correctly assess the needs of the poorest households in a community. As such, CBMS has proven itself to be quite an effective tool by local governments, civil society, national government, and various multilateral and bilateral development agencies in the identification of concrete and focused policies, programs, and projects to alleviate poverty in the locality.

It is also used to evaluate the efficacy of interventions and to monitor progress in poverty alleviation. Indeed, it has proven itself to be so effective that the United Nations Development Programme (UNDP) and the National Economic and Development Authority (NEDA) have partnered with us to pilot test the use of CBMS in monitoring progress in the achievement of the Millennium Development Goals at the local level.

One of the important uses of CBMS is to make sure that the programs and projects of government effectively target and benefit poor households.

The information contained in the survey are also used by scholars and researchers, particularly at the De La Salle University where the project is based, to analyze the causes and consequences of poverty.

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\* Executive Director, Angelo King Institute for Economic and Business Studies, De La Salle University-Manila



They are also used to determine the impact of exogenous shocks such as natural calamities, recession, and the global economic crisis on poor households.

We have, in fact, sessions during this conference on disaster risk management and on monitoring the impact of the global crisis on poverty.

The CBMS is now being implemented in 59 provinces, 667 municipalities, 41 cities, and 17,244 barangays. Indeed, having CBMS in an LGU has become the benchmark in determining who among our local chief executives are serious in pursuing development in their jurisdiction.

This conference brings together policymakers, program implementers, and other CBMS practitioners to share lessons in the implementation and use of CBMS in development planning, program design, and impact monitoring, among others.

It provides an excellent opportunity for our partners and other stakeholders to share experiences in the implementation of the CBMS and to identify lessons and determine how the information can be used.

Let me take this opportunity to recognize and thank our partners in this undertaking. First of all, our long-time partner who has been with us since the start of the project: the International Development Research Centre (IDRC), represented here by our friend Dr. Evan Due; our partners in government—the National Anti -Poverty Commission (NAPC), Department of the Interior and Local Government (DILG), and NEDA; our partners in the various development agencies—AusAID, Canadian International Development Agency (CIDA), and UNDP; and most of all, our most important partners in the local government, our governors and mayors.

Let me end by wishing all of you a fruitful conference.

Thank you and good day!

## *Welcome Remarks*

# **Framing Appropriate Policy Responses and Investing in a More Sustainable Future Using CBMS**

**Evan Due\***

The International Development Research Centre (IDRC) has been supporting CBMS since its inception in the early 1990s here in the Philippines. As part of the global Poverty and Economic Policy (PEP) research network, CBMS has long been an important initiative for the Centre and has positively impacted the lives of many people in the Philippines as well as around the world.

The value of the research programs which IDRC supports is how it ultimately improves living standards through better education, nutrition, incomes, and livelihoods. For this to occur, research must not only be policy-relevant but also empower local communities and citizens to actively participate in the development process. The strategy of CBMS of involving communities in knowledge and capacity building - alongside local researchers and planners - in generating evidence-based information for development planning, reflects IDRC's core value of partnership in development research.

It is an honor to be part of the Sixth Philippines National Conference on CBMS being organized by the PEP-CBMS team of the Angelo King Institute for Economic and Business Studies, and led by Dr. Celia Reyes and the CBMS family here in the Philippines. This year's conference is especially significant given the impacts of the recent global financial and economic crisis and the importance of CBMS in assisting policy makers and planners in framing appropriate policy responses to mitigate the negative impacts on the poor and for investing in a more sustainable future. The CBMS approach is being recognized internationally as an appropriate tool for understanding the dynamics of household and community responses to the crisis, and how public

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\* Senior Regional Program Specialist, Regional Office for Southeast and East Asia, International Development Research Centre (IDRC)

policy and resources can best be tailored to cushion the shocks as well as stimulate productive action.

On behalf of IDRC, we are also pleased that the work of CBMS which originated in the Philippines has been adopted in many developing countries and continues to grow. The recent IDRC *In\_Focus* publication titled *Fighting Poverty with Facts* reflects the lessons of CBMS for development planning and is gaining much popularity. IDRC is delighted to be a partner with CBMS and looks forward to continued cooperation.

## *Inspirational Address*

# **Facilitating a Convergent Approach to Poverty Reduction Using CBMS**

**Br. Armin A. Luistro, FSC\***

I was extremely delighted to learn that my colleagues are hosting the 6<sup>th</sup> CBMS National Conference. While we were awaiting the opening of this conference, we were huddled at the back, discussing our plans for the seventh conference. I will not yet reveal our collective plans, but I am sure we are all looking forward to another exciting year, especially when the time comes to celebrate our seventh conference here in the Philippines.

We have already acknowledged our honorable guests. But I think, more than anyone else, our special welcome goes to all of our local government units, and everyone here who is eager to help our country. I also extend my welcome to those of you who embark on poverty alleviation projects, those of you in similar lines of work, and those of you who create actual changes in the future of young people.

I know that the majority of you here are from local government units that have been working with us for several years. I am certain that all of you have lessons and findings that you want to share with one other. But I also encourage you to actively listen during the conference proper and share your personal discoveries with the other participants during informal sessions and breaks.

This is what the CBMS project is all about. Information is power and once you give individuals access to accurate information, you have the formula for sustainable development. At the height of the CBMS project in the Philippines and in other countries, it provided its partners in government, the academe, nongovernment organizations, and other entities working in the frontlines accurate information and data to help them provide efficient services and make important decisions.

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\* President and Chancellor, De La Salle University-Manila

Our vision at the De La Salle Angelo King Institute is to be a national league board through the conduct of research that becomes a basis for institutional and quality innovation. The amazing turnout of participants in this conference is a global testament to how CBMS, over a span of six years, fulfilled its long-term objective of providing reliable and credible information at the local level for policymaking, program design, and impact monitoring. The De La Salle University continues to support the CBMS network's two-fold objectives: to develop local research capacity on poverty issues and to develop new concepts and methodologies through fundamental research. The availability of household- and community-level data from CBMS also benefits our researchers and faculty at the De La Salle University because these data help us in our discussions.

Whether dealing with major crises such as the Maguindanao massacre or the ordinary concerns that are part of the mandates of local government units, the most basic information needed is accurate data. In this conference, you will see the many ways that CBMS can help, such as in enabling a better understanding of the global financial crisis, for example, or providing an idea of the impacts of natural calamities and other shocks on poor households. We are fortunate that we have and can produce more robust data as we guard the changing conditions at the household level.

The results of various research using CBMS data provide directions to policymakers on how to design interventions that will help reduce poverty in the country. By providing the data and publishing them, we will be able to effectively choose those methods with the best potential for growth and success. CBMS data facilitate interventions from the community, local government, national government, and even from regional or international entities. The exciting development is that CBMS has shown a convergent approach on poverty reduction not only in our country but also in other countries in Asia and Africa as well. We are very pleased to note that the CBMS Network is expanding continuously with ongoing projects in three continents. In Africa, CBMS is used in Benin, Burkina Faso, Ghana, Kenya, Nigeria, Tanzania, and Zambia. In Asia, it is used in Cambodia, Indonesia, Lao PDR, and Vietnam. In Latin America, it is used in Peru.

My personal vote is that since we are very much a part of the CBMS network, we will not be left behind by the other countries we are working with. As we build up our CBMS data here in the Philippines, we can show in words and deeds that said data are indeed used for eliminating poverty from our lives.

As host of the CBMS conference, let me share the University's desire to continue to work with all of our partners, most importantly those of you who are part of poverty alleviation and poverty reduction efforts in your local government units.

## *Keynote Address*

# **Gearing Up for New Challenges in Local Governance**

**Austere A. Panadero\***

To us, conferences like this one are very important because it is probably the only time that we can get together to assess where we are as well as to chart the way forward. I am not sure about the profile of the participants here, but I think it includes participants who have attended past CBMS conferences like our local government units from the Province of Palawan. For those who have been involved in CBMS for quite some time, it is now time to find out how to further progress as well as maximize the use of CBMS. I hope this conference will leave something important in the sense that, while the participants here bring different perspectives, collectively, we can assess how we can make full use of CBMS so that we will not just have 59 provinces on board but have CBMS implemented in all provinces in the Philippines.

I am really glad that this conference will allow us to have more sharing. This is the way to go for our local governments. We will be able to share with others how to carry out a program on an operational basis and ideas on how we can improve the implementation of such programs. Over the past years, our partners in poverty alleviation programs have been engaged in challenging work. Many programs have been put in place but they raised the question of how to improve targeting. The CBMS has been localized and implemented in different parts of the country. That helped us a lot by giving us the necessary information on the extent of the problems, and this, in turn, enabled the local governments to make better designed and more responsive programs. I hope this conference will be an opportunity for everyone to look into the practices and best practices of those local governments, and I hope everyone will make full use of this conference as a way of sharing what can be done better and

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\* Undersecretary for Local Government, Department of the Interior and Local Government (DILG)

what can be improved. In order to improve the way we target, we should be able to identify the priorities of our poverty alleviation activities.

The implementation of CBMS over the years also helped us improve at the local level. We now have basic information, a database to start our planning for poverty alleviation and other similar programs. Next year is another transition year for local government units. Transition will bring about changes. I think today we can train and probably next year, we should be able to make sure that the transition could happen more smoothly in the sense that the information we have put in place will guide those who will succeed our current local leaders.

The first six months of 2010 will be a time for what we call “revisiting local plans.” Under the current guidelines agreed upon by the four oversight agencies, there is a definite set of plans that we are following and the first six months of 2010 will be devoted to assessing the plans. We will again check the realities on the ground and look at the development conditions. We hope that the CBMS will be a key component of this overall assessment. It should be made part of sound, good, evidence-based, situational analysis, which will definitely help. So I hope this conference will look into those issues on how we can better prepare our local leaders and help them better understand the local situation for local plans and programs.

As we move forward, there are, of course, obvious challenges that we need to face. While we have instruments, I think what we need to ask is how to sustain CBMS in the 59 provinces. The second concern is how to expand coverage. The third concern is the matter of disaster management. We should pay more attention to how we can harmonize or integrate disaster management into the CBMS. The CBMS is the more practical tool for assessing vulnerabilities at the community level. We can decide areas where we can put resources and ideas together.

We can also make use of this conference as an opportunity to share our thoughts and suggestions on how to improve the CBMS as a tool even as we expand the coverage. There are, of course, other initiatives like targeting. We, at the Department of the Interior and Local Government, look up to Dr. Celia Reyes and her team to guide us in this aspect. At the end of the day, we need to be one in terms of the tools and methodologies used in identifying the poor because ultimately, we will have one output. I therefore hope that this conference will be a very productive one and I encourage everyone to take part in the dialogue and discussions that will take place and learn how we can further improve.

Thank you very much and congratulations!

# The Uses of CBMS in Biliran

**Rogelio Espina\***

If we will benchmark or compare the performance of the Province of Biliran against the results of national censuses or representative surveys in the context of the CBMS core local poverty indicators, we will generally get an uneven picture of development as indicated in the summary table below.

The proportion of children aged zero to less than five years old who died is 0.6 or six per 1,000 live births. In terms of proportion, the prevalence of underweight children under five years old was 5.4 percent.

In terms of living conditions, the proportion of households considered as informal settlers was 2.5 percent. Meanwhile, the proportion of households with access to safe drinking water and sanitation was quite high at 93.6 percent and 71.4 percent, respectively.

Our CBMS data also underscore the fact that although elementary and secondary education in public schools is free, many other factors prevent the children from continuing their studies, foremost of which is poverty.

Our data likewise indicate the massive extent of poverty prevailing in the province. In 2006, 64.8 percent of households in the province were living below the poverty line. Meanwhile, 53.1 percent were living below the food threshold. The survey further revealed that 12.9 percent households experienced food shortage.

On the other hand, we have no peace and order problem in the Biliran. In fact, there are no New Peoples Army (NPA) forces operating in the province; NPA rebels only come to the province for “rest and recreation.”

Faced with these situations, we at the provincial government together with the line agencies of the national government have to improve the productive capacities of families, especially those in the agriculture sector, and provide them with more employment opportunities. More graduates today

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\* Governor, Province of Biliran



**Table 1. CBMS Core Indicators, Province Biliran, 2005-2006**

<b>Indicator</b>	<b>Proportion</b>	<b>Performance</b>
<b>Health &amp; Nutrition</b>		
- Children 0-4 years old who died	0.6	Good
- Women who died due to pregnancy-related causes	0.3	Good
- Children 0-5 years old who are malnourished	5.4	Good
<b>Housing</b>		
- Households living in makeshift housing	4	Fair
- Households who are informal settlers	3.4	Fair
<b>Water &amp; Sanitation</b>		
- Households without access to safe water	6.4	Good
- Households without access to sanitary toilets	28.6	Good
<b>Basic Education</b>		
- 6-12 years old not attending elementary school	23.4	Poor
- 13-16 years old not attending high school	43.6	Poor
- 6-16 years old not attending school	17.4	Poor
<b>Income &amp; Livelihood</b>		
- Households with income poverty threshold	64.8	Poor
- Households with income below food threshold	53.1	Poor
- Households who experienced food shortage	12.9	Fair
- Unemployment rate (15 years old and above)	22.3	Poor
<b>Peace &amp; Order</b>		
- Victims of crime	0.8	Good
<b>CBMS Composite Indicator</b>	2.4	Fair

prefer white collar jobs such as those being offered by the call center industry. There is a waning interest in agriculture and we must work to reverse this. One way of doing such is by providing support to technology and research and development as well as to the academe in agricultural colleges.

In eradicating extreme poverty and hunger, agri-fishery production must be improved by intensifying and diversifying the farming and fishery programs through better production technologies and the provision of support infrastructure. Increased income of families and the generation of livelihood opportunities can be addressed by developing the small, medium and micro enterprises (SMMEs) in all municipalities of the province. An efficient marketing strategy has to be institutionalized and access to credit needs to be enhanced. Developing the local tourism industry can contribute greatly to providing more employment opportunities, as well as institutionalizing the

Public Employment Service Office (PESO) and conducting regular jobs fairs. Sustaining the supplemental feeding program would require greater NGO and private sector participation.

In the aspect of providing universal education, the Learning Competency Improvement Program can be strengthened by establishing functional reading projects in all schools and making use of computer-aided learning materials. Also, the implementation of the Alternative Learning System (ALS) can be improved by providing adequate supplies and instructional materials.

For health, the implementation of the Maternal and Child Healthcare Program has to be sustained and continuous advocacy on lifestyle and infectious diseases has to be undertaken. Adequate and efficient water supply and sanitation facilities in underserved areas shall be installed.

The lives of slum dwellers can be improved through proper planning of settlements. Beneficiaries of government housing and resettlement projects must be thoroughly assessed and selected, especially for the Core Shelter Project and the Community Mortgage Program.

On reversing the loss of environmental resources, environmental laws should be strictly enforced by concerned government agencies. The government should continue to provide protective infrastructure to hazard-prone areas, regulate indiscriminate land conversion to protect prime and viable agricultural lands, encourage urban expansion to environmentally compatible areas, and review and update the land-use plans and zoning of the municipalities.

In closing, I would like to state that CBMS must be used not only by local governments but by national government agencies as well. I sincerely hope that we will put into action the lessons and insights we have gained from our CBMS implementation so that in our own little way we can help liberate our people from poverty and deprivation by sustaining our own interventions that have proved to be successful; by adopting and replicating other LGUs' /agencies' strategies to the targets that we find difficult to attain; and by simply attuning our activities to the actual needs of our local communities, which we can ascertain through the CBMS.



# **The Use of CBMS in Improving Local Governance: The Experience of the Provincial Government of Marinduque**

**Jose Carrion\***

To the organizers of the Sixth National Conference headed by Dr. Celia M. Reyes, PEP co-director and CBMS Network Leader, all the Governors, Mayors and delegations from the more than 50 provinces in the country that are CBMS implementers, national government agencies, members of the private sector and donor agencies, good day to all.

My province is proud and fortunate to be a CBMS implementer. For this, we wish to thank the World Bank for making Marinduque as one of the recipients of the WB-ASEM Technical Grant Assistance in 2005. Thank you too to the Department of the Interior and Local Government (DILG) for endorsing Marinduque for the grant assistance and for the technical assistance as well. Today, Marinduque will be part of the launching of *The Many Faces of Poverty* (Volume 1).

Having learned that 61 percent of the total household population of my province in 2005 were living below the poverty threshold (based on the estimates of the National Statistical Coordination Board or NSCB), I was really taken aback, for this was not the situation I left after the term of my first governorship from 1996 to 1998.

Thus, upon assumption to duty as Governor of the Province once again in July 2007, I immediately instructed the Provincial Planning and Development Officer (PPDO) to conduct an in-depth data gathering which I can use as reference to determine the target beneficiaries of the available funds that we have for the administration's priority programs and projects, guided by my Executive Agenda. I then issued an authorization for the updating of the community-based monitoring system (CBMS), especially since the enhanced CBMS for MIMAROPA coincided with my priority thrust: Health, Education/Environment,

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\* Governor, Province of Marinduque

Agriculture and Tourism (HEAT). This action was fully supported by all the Municipal Mayors in the province, with the signing of a Memorandum of Agreement manifesting their support in updating the CBMS.

An Executive Order institutionalizing CBMS as the set of the official data of the province will be issued as soon as the 2008 CBMS data gathering is completed so that the whole province will speak a common language.

### **Why CBMS?**

CBMS can capture almost all the basic data that we need especially because 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 developing, planning and monitoring at the local level and is seen to be practically reliable for decisionmaking processes. The tool can also provide adequate information to back up the policy formulation, design and implementation of programs and projects for the eligible beneficiaries. Without a reliable source of data, local planners would usually just opt to, as the saying goes, shoot an arrow that could hit less or none at all of the eligible targets. But with the CBMS, we now have a set of disaggregated data that can easily target and identify *Who are the poor? Where are the poor? And why are they poor?*

### **The policymakers' 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 Executives, need to ensure that the delivery of basic services is prioritized with the most efficient 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 implement projects.

In order to help make our local plans and programs effective, various tools had been initiated in the past. However, we soon realized that these tools had been understudied, and hence, ineffective and untimely, costing the government so much funds yet had not been that useful. Moreover, even before a tool could be fully implemented, it would either be scrapped or replaced by another tool, and then the same fate would happen again and repeated 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 has become part of the culture. Validating the identified poor families as target beneficiaries normally took a long time, and required so much resources, both manpower and financial, that validation was no longer able to be undertaken. And before

programs could have been fully implemented, political events like election would take place, causing a change in administration as well as a change in priorities.

### **The National Agenda on fighting poverty is also the administration's goal to achieve**

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

The goal of eradicating poverty is a national concern but without the LGUs' 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 nongovernment organizations (NGOs) is also vital, considering the high dependency of LGUs on the internal revenue allotment (IRA) which is so meager to address the issues of hunger and poverty.

In one of my assembly meetings with barangay officials, I directed them to fully support the conduct of the CBMS survey and announced to them that no barangay projects shall be provided with financial assistance if they will not use the CBMS for targeting beneficiaries. In this way, it will be easier to monitor the output of the programs and projects, and determine whether the programs being implemented and assistance being provided have an impact on their lives or not, economically speaking. Otherwise, there is a need to review or enhance the plans and programs.

When I took my oath of office in 2007, I had a mindset or goal to reduce poverty by 30 percent before the end of my current term, using the 2005 CBMS data as my baseline. As of today, all the five municipalities in Marinduque except Boac whose results are still pending, have their data completed and validated. The proportion of population has decreased by up to more than 20 percent from the 2005 CBMS.

Many of the projects initiated and implemented under my administration are geared toward human capital development. To wit:

- The Haplos ni Bong that extends microfinancing assistance to small entrepreneurs with no interest to recipients; as of this date, we already have 221 families and small and medium enterprises (SMEs) that have availed of the program. We foresee that this will further expand this coming year;
- The various livelihood projects through the Technology and Livelihood Development Center. I assigned Gen. Recaredo Sarmiento II, a former PNP Chief, as a planning adviser and agriculture program consultant to lead the Committee that will ensure that appropriate livelihood projects will be implemented. Among these are:

- o Pangassius Farming for Upland Farmers covered by the Development Bank of the Philippines (DBP) Forest project
  - o Community-Based Agri Tourism and Eco Park covering 100 hectares of upland forest in one of the poorest barangays in Buenavista, benefiting 200 small fishermen.
  - o 500 hectares of DBP forest project, benefiting upland farmers and small fishermen.
  - o 19 Barangay Fisheries and Aquatic Resource Management Council (BFARMcs) as recipients of 200 fishing paraphernalias
  - o Abaca processing, bee-keeping, and others
- The establishment of an employment kiosk, assisting jobseekers right at the doorstep of the Public Employment Service Office (PESO);
- Provision of school supplies to all Day Care Children, Pre-elementary and Grade 1 school pupils province-wide because the lack of money to buy school bags and other school supplies is one of the reasons why most parents cannot send their school-aged children to school;
- The provision of computer units to grade schools was to be at par with other schools and school children and to attain global competitiveness;
- A more improved nutrition program to address the malnutrition problem. Our Provincial Nutrition Office (PNO) continues to conduct research on nutritious food and do promotion and advocacy on Marikina products;
- Procurement of Mobile Clinic to bring the government programs closer to the people, particularly those in the countryside;
- Universal coverage of Philhealth for Indigent Families in the Province in collaboration with LGUs.
- The approved Provincial Investment Plan for Health to be funded under the Fourmula 1 of the Department of Health using our CBMS as baseline data. Concerns on Maternal Mortality and Infant Death will be addressed as soon as BeMoc facilities are established.
- Spearheading of the formation of the Marikina 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.
- Implementation of farm-to-market roads to give access to the production sector and the establishment of the Barangay Bagsakan for agri products in support of our farmers, in partnership with the Department of Agriculture.

- Implementation of Barangay Operationalization for NeoPolitical Governance empowering our Barangay government and the community to develop and implement plans at the local level.

The United Nations Development Programme (UNDP) was also very generous in providing grant assistance to Marinduque, specifically for the municipality of Torrijos for its waterworks projects in barangays Bangwayin, Payanas and Malinao; one (1) livelihood project (Organic Native Chicken Dispersal) for Bagtingon, Buenavista; and one (1) waterworks project for Tiguion, Gasan.

The Peace and Equity Foundation (PEF) is also known for having a great heart in helping poor provinces like Marinduque. Our sincere gratitude to them for helping our province. I know that Gasan was one of its waterworks project recipients, amounting to Php 1million.

The Norwegian Mission Alliance (NMA) used the CBMS data in validating the information generated from national government agencies. Five barangays in Buenavista that are in the bottom poor became the pilot barangays of the Norwegian Government through the Norwegian Mission Alliance in terms of providing project assistance, particularly in education, nutrition, community and youth development programs. My Office also signed a Memorandum of Agreement with the NMA to build a stronger partnership between our two entities. This also signaled the expansion of their program in other barangays and municipalities wherein for this year, it expanded its program in the municipality of Torrijos. Through the Department of Social Welfare and Development (DSWD) KALAHI-CIDDS program, there were seven barangays in the municipality of Buenavista which were the beneficiaries of waterworks projects. These are the barangays with difficulty in terms of access to safe water.

Hopefully, as soon as the updated CBMS survey for 2008 is completed, the results will show that these barangays, which were given assistance based on the CBMS findings, will no longer be among those experiencing inaccessibility to such services and facilities.

Lastly, may I say that 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 should be one who has a Vision, one who knows the people he is leading and the province where he grew up in and who cares for it very 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 CBMS not be used to serve only



one's self and to benefit only those who lead but be a guide to serve the majority who are in need by way of implementing appropriate programs and projects in order that the meager resources that we have can be used wisely and conscientiously.

Building strong partnership between the LGUs and CBMS will in due time alleviate the sufferings of the ballooning population of poor families and will help us achieve our Vision.

And finally, may I once again thank the CBMS Network Coordinating Team headed by Dr. Celia Reyes for all their help and support. We will always welcome any assistance coming from them.

# **Palawan's CBMS Experience: Instrumental in Broadening the Adoption of CBMS by Other LGUs**

**Joel T. Reyes\***

Dr. Celia M. Reyes, PEP Co-Director and CBMS Network Leader, fellow workers in government, representatives of the private sector, friends, ladies and gentlemen, good morning!

It is with much pride and honor to present to you the benefits we have reaped in the implementation of the Community-Based Monitoring System (CBMS) and how it has helped in improving local governance in Palawan. As you may well know, CBMS started in Palawan in 2000 after a successful pilot testing of its survey instrument in 1999. We have already done our fourth round of CBMS updating in 2008 and we will persevere in pushing through with its implementation until the last day of my term as governor of Palawan.

CBMS started in Palawan upon my instruction to our provincial planning and development coordinator to institutionalize a system where we can objectively measure the impact of government and private sector interventions on the well-being of our constituencies. We met Dr. Celia M. Reyes in 1999 and she introduced CBMS to us. We were convinced that this system was the instrument that we needed to concretize an improved local governance under my administration.

For me, local governance involves effective planning and decisionmaking, monitoring and evaluation of implemented actions and impact assessment of these actions in the form of programs and projects. These are functions mandated to local government units (LGUs) by virtue of the enactment of the Local Government Code which paved the way for decentralization.

We envisioned Palawan to be a province where the people, culture and economy are in harmony with the environment and natural resources and living in peaceful, orderly and prosperous communities. This vision is

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\* Governor, Province of Palawan

embodied in our 2009-2014 provincial development and physical framework plan, which sets the development direction for the province. We are recognized to be the first province to produce this framework plan which is in accordance with the prescribed standards set forth by the National Economic and Development Authority (NEDA) and the Asian Development Bank (ADB) under their manual guidelines. Major data presented in this document were derived from the sectoral data of the CBMS.

In order for us to attain our vision, we have formulated, through an inter-agency workshop, the developmental strategies to be pursued in the 23 municipalities of Palawan. For easier management and concerted action, we clustered the municipalities into seven zones based on their location. A core municipality or growth area was determined as the center of development for the zones. The strategies adopted are based on the potential advantages of the zones.

The strategic directions and compositions of the zones are: zone 1, which comprises Cuyo, Agutaya and Magsaysay as an agro-marine development area since its strength lies in its fishery and marine resources; zone 2, which consists of Coron, Busuanga, Culion and Linapacan or the Calamianes Group of Islands, and considered to be an aqua-based eco-tourism destination area; zone 3, which is composed of Roxas, Taytay, San Vicente and El Nido (this zone is well-suited to be an agriculture, fishery and eco-tourism area); zone 4, which includes the municipalities of Aborlan, Narra and Espanola, and dubbed as the rice granary of Palawan; zone 5, which is composed of Brooke's Point, Bataraza, Quezon, Rizal and Balabac, and is being promoted as a cross-border trading area between Brooke's Point, Kota Kinabalu, Sabah and Malaysia; zone 6, which consists of the island municipalities of Araceli and Dumaran and are potential areas for seaweeds production, establishment of mangrove-friendly shrimp culture, marine fish culture in cages, and mangrove crab and mollusk culture; and zone 7, which comprises the municipality of Kalayaan with tremendous potentials for fishery and dive site development. In consonance with the clustering of municipalities into zones, our CBMS data presentation and narrative analysis were likewise done by zone. These CBMS zonal data are presented during zonal planning workshops.

We continuously use CBMS data as our basis in our local planning exercises where we formulate the development plans at all levels, from the barangay, municipality and the province. We have available data of households that are most in need of specific interventions since we have systematized the processing of data using the Census Survey Processing (CSPro) and CBMS Statistical Simulator (StatSim) programs. With these data, we can readily pinpoint to our service providers the particular households that are eligible to receive specific projects.

CBMS plays an important role in the monitoring and evaluation of development plans, programs and projects. Part of monitoring is determining the level of physical accomplishments of programs and projects. This includes, for instance, the number of recipients who benefited from the project, be it a social or infrastructure project. To facilitate this, the PEP-CBMS Network Coordinating Team has revised the CBMS Household Profile Questionnaire which now incorporates the list of interventions received by each household respondent. With this, we can now validate the reliability of monitoring reports submitted to us by implementing agencies. Furthermore, we can also use it as basis for the identification of other interventions that are needed by most households in a certain locality.

In addition impact assessment of programs and projects can easily be done using the CBMS data. Since we update the CBMS every two years, we have at our fingertips vital information on “before and after” project implementation situation per household. Thus, we can be provided with reliable information on how responsive our plans have been in the improvement of the welfare conditions of our people.

Local chief executives, on the other hand, can use the cycle of planning, monitoring and evaluation and impact assessment in determining if our programs and projects have been effective in responding to and addressing the problems and needs of our people. In Palawan, we have already published two human development reports, one in 2000 and another in 2006. We are confident that these documents have been useful not only for us in the government sector but also for the academe — students and researchers — and the business sector.

These reports show the welfare conditions of our people in Palawan presented by sector and indicators for the said periods. Graphs, maps and tables provide information at a glance to our readers. A narrative report by sector depicts which municipalities, for a specific indicator, are well-off or not. We have also included some recommendations as to how we can address the most prevalent unmet needs of our people.

I will just discuss the Human Development Index (HDI) for 2000 and 2006 to show you the rich information we can derive and generate from the CBMS. The HDI is a function of real income, literacy rate and lifespan of the people. The closer the level of HDI is to “1”, the better or more improved the well-being of the people is. The Palawan Provincial HDI in 2000 was recorded at 0.698, registering a 0.163 progress from its status of 0.535 in 1997. In 2006, the HDI level for Palawan was estimated at 0.778, showing further improvement.

We are in the process of producing the third edition of our human development report which will focus on an in-depth analysis of the possible factors affecting some abrupt and fluctuating changes in CBMS data. We will

also focus our study on poverty since this is the most pressing problem of our communities.

It is very humbling to know that Palawan's CBMS experience under my administration has been instrumental to the increasing number of provinces that are now using CBMS as tool for local governance. Let all local chief executives in the country be made aware of the usefulness of CBMS in government in their respective LGUs. For me, CBMS is a legacy that I will leave not only for Palawan but for the rest of the nation where leaders have manifested their political will and resolved to utilize and implement CBMS. Foremost, I believe that CBMS is indeed worthy to be recognized as an exemplary practice of LGUs in improving governance in their localities.

On this note, let me thank all of you for your attention.

# **Achieving the Development Vision for Zamboanga del Norte**

**Rolando E. Yebes\***

Ladies and gentlemen, good morning.

Like most of my colleagues in the League of Governors in the Philippines, there is no better vision that we all desire to achieve but the vision to uplift the living condition of our respective constituencies; make a difference in their lives, and bring to higher heights of development the province that we are given the rare opportunity to serve.

This is one vision that is perfectly attuned with the vision of the national government; for that matter, said vision is kept in every Filipino's heart.

When the Yebes Administration took the reins of government in the Province of Zamboanga del Norte in July 2004, the province was in the top of the list of the twenty poorest provinces throughout the country.

The outcome of the Family Income and Expenditures Survey (FIES) conducted in the year 2003 showed the Province of Zamboanga del Norte having the highest poverty incidence rate of 64.6. This was quite ironic for the eighth largest province in the country and one of the most blessed in terms of natural resources. Ironic, too, for the province with the biggest cash in the bank, second only to the Province of Cebu, per published information by the Commission on Audit for about the same period.

We were thus presented with the gargantuan task to make a turnaround for the better for the province, and extricate it from being the poorest province in the entire country. That was, and still continues to be today, our principal vision for the province.

After a hundred days in office, I was interviewed and asked by the Malacanang Broadcasting Staff about my vision for Zamboanga del Norte. My response was to see my province being progressive and taken out from the list of impoverished provinces in the whole country.

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\* Governor, Province of Zamboanga del Norte

By progressive, I meant having more investment and job opportunities in the areas of agriculture, tourism, and trade and industry; improved health and social services and infrastructure; and a sound environment. And when we metamorphose into an enriched province, we shall empower our people to slowly become self-reliant economically, politically and socially.

We did not have the Community-Based Monitoring System (CBMS) then, and so we launched and conducted our own poverty mapping program that provided us answers to the questions:

- WHO are the poorest of the poor;
- WHY are they poor;
- WHERE are they; and
- WHAT do they really need?

We gave importance to starting right because with limited government resources on hand, we have to make tough choices on our way to address the multi-faceted concerns of poverty.

We are now reaping the sweet fruits of this poverty mapping program undertaken.

All initiatives conceived and implemented, which focused on the identified indigent families, contributed immensely to the improvement of the poverty ranking of the province. We have effectively reduced the poverty incidence of the province by 13 percent between the years 2003 and 2008.

In terms of magnitude, this meant that roughly 10,000 families living below the poverty line in 2003 are now empowered to provide for themselves the most basic human needs of family members.

This is one significant accomplishment that makes us all truly proud and stand tall.

To name a few of these initiatives, allow me to cite the following: in the area of agriculture, we launched the Hilly Lands Greening Program or the Hi-Green Program, Isdaan sa Barangay Program, and the Manukan and Kandingan sa Barangay Programs to ensure the availability of food on the table and to augment the families' income derived from farming and fishing, especially those families belonging to the province's Indigenous Peoples tribes. The Hi-Green Program is likewise aimed at rehabilitating idle agricultural lands which have great promise for agri-business.

We strongly pushed for the development and promotion of our tourism industry with the celebration of the ZaNorte Hudyaka Festival on a yearly basis, starting in 2005 on the occasion of the Founding Anniversary of the province.

Today, four years after we started, the ZaNorte Hudyaka Festival has gained national recognition when it got the fourth slot in the Search for Best Tourism Event of the Year throughout the country by the Department of

Tourism, the Department of the Interior and Local Government, and the Manila Broadcasting Corporation.

The celebration of the Hudryaka Festival is actively being participated in by the province's two cities and 25 municipalities. It showcases the culture that binds all ZaNortehanon as a people, in particular, ethnic dances and music, and beliefs that give more color and joy to the celebration.

It brings about significant multiplier effects to the rest of the economy, namely, agriculture, transportation, business community, and food and restaurant industry, among others.

Starting in May last year, we fortified the access of some 27,279 indigent families to health services by enrolling them with the PhilHealth, with an appropriation amounting to PhP 20.0 million.

In October this year, an additional 42,696 indigent households were signed up with the PhilHealth, effectively expanding the coverage of those who benefit from the government's health insurance through our initiative and funding. This brings the total now of those indigent families with access to PhilHealth to 69,975.

We acted quickly in implementing the Poverty Mapping Program because we knew that addressing poverty has an immediate and meaningful impact on the lives of our people who live below the poverty line.

I could go on and on with what we have been doing to achieve our vision of development for the Province of Zamboanga del Norte. But we also realize that the journey to completely extricate the province from the list of impoverished provinces in the country is still long.

Nevertheless, we know that we are going toward that direction; we see the light of hope at the end of the tunnel, so to speak.

With the CBMS scheme of identifying the priority needs of poverty-stricken barangays, we are hopeful that by 2013, more significant headways can be achieved toward achieving the vision of development that we keep in our hearts for our people and for the Province of Zamboanga del Norte.

Thank you and *Abante pa ZaNorte!*





# **The Impact of the Global Financial Crisis on Poverty in the Philippines**

**Celia Reyes, Alellie Sobreviñas and Jeremy de Jesus\***

## **Abstract**

The recent global financial and economic crisis that started in the United States and expanded to other developed countries has, to some extent, affected developing countries as well. Given the vulnerability of most developing nations, it is important to monitor the impact of this global crisis on poverty. This study, therefore, aims to assess the impact of the crisis on poverty in the Philippines. The result of this study would serve as input to policymakers when they prioritize mitigating measures that would address the crisis' impact.

In this study, monitoring was done primarily through the conduct of CBMS surveys in selected sentinel sites. Household- and community-level data were collected to capture the different dimensions of poverty. In addition to the CBMS core indicators, specific indicators (including the outcome and impact indicators) were monitored to determine the effect of the global crisis. These indicators were identified based on the relevant key transmission channels for the Philippines, including overseas employment and remittances, and local employment. The study also looked at the different coping mechanisms adopted by households in response to the crisis. Finally, it attempted to identify those who were able to access the programs being implemented in the community.

Ten (10) *barangays* all over the Philippines were selected to serve as poverty observatories or sentinel sites for monitoring the impact of the global crisis. These sites were selected based on the relevant transmission channels for the Philippines. Results reveal that although the impact of the crisis is generally minimal, the crisis has affected some specific sectors in the economy. The degree of impact also varies among different groups of households. Hence, policies should be designed to mitigate the impact of the crisis on these affected sectors and household groups.

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\* Director, Research Associate and Research Assistant, respectively, of the CBMS Philippines Team. The authors are grateful to Steffie Joi Calubayan for her excellent research assistance.

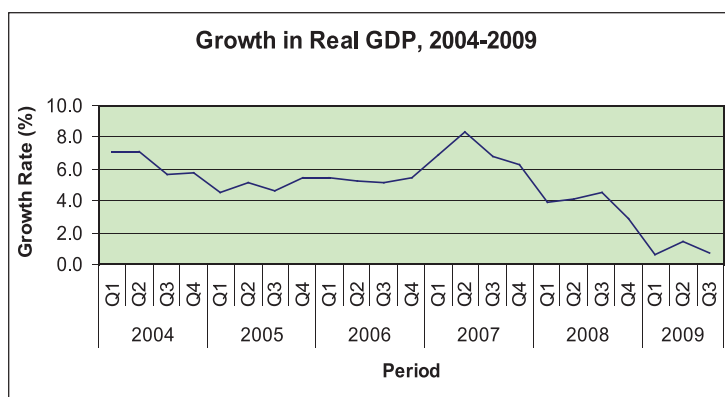
## 1. INTRODUCTION

The recent global financial and economic crisis that started in 2007 in the United States and expanded to other developed countries has, to some extent, affected developing countries as well. Developing countries could be affected by the financial crisis in two ways: (1) financial contagion and spillovers for stock and bond markets in emerging markets; and (2) economic downturn in developed countries. Economic downturn in developed countries may have significant impact on developing countries through the following channels: (a) trade and trade prices; (b) remittances, (c) foreign direct investment and equity investment; (d) commercial lending; (e) aid; and (f) other official flows.

Although the economic impact of the global financial crisis would vary across different countries, it is expected that, in general, there would be further pressures on current accounts and balance of payment. The crisis could also result to weaker export revenues, lower investment and GDP growth rates and loss of employment. In terms of social impact, the lower growth would translate into higher poverty and even slower progress toward the Millennium Development Goals (MDGs) (Velde, 2008).

The Philippines was not able to escape the adverse consequences of the crisis. This can be clearly shown by Philippine data for the period 2004-2009. In terms of economic growth, the Philippines posted an annual rate of 3.8 percent in 2008, which is down from 2007's 31-year high of 7.1 percent (*Figure 1*). In 2009, the country posted a relatively lower GDP growth at 0.6 percent, 1.5 percent and 0.76 percent during the first three quarters of the year, respectively. Note that the first and the third quarter figures are still lower than the revised official government target of 0.8 to 1.8 percent for the year. Growth projections for the Philippines have been trimmed down due to potentially lower exports and foreign direct investments, among others. In fact, data on these key economic indicators show that the global economic slowdown has affected the Philippine economy.

In terms of *exports*, the country's earnings for September 2009 declined by at least 18.3 percent (from US\$4.446 million in September 2008 to US\$3.634 million) year-on-year, which was primarily due to lower demand from advanced economies (*Figure 2*). Negative growth in total exports is observed since October 2008. Note that the United States and Europe accounted for about 17.8 percent and 20.0 percent, respectively, of the Philippines' export income for the period January-September 2009. It is also important to highlight that electronics, which is the country's major export product accounting for about 57.6 percent of the total export revenues from January-September 2009, is the most affected. There was an increasing trend in the volume of exports starting March 2009 but year-on-year growth remained in negative territory.

**Figure 1. Growth in Real GDP, 2004-2009**

Source: NSCB

**Figure 2. Growth in Exports, 2007-2009**

Source: NSO

In terms of *employment*, at least 41,000 people in the Philippines lost their jobs as of 24 March 2009 amid the global crisis. The total number covered job losses from the crisis since October 2008, including overseas-based contract workers from recession-hit economies (about 5,700 persons) and employees in domestic factories (35,300 persons) affected by the fall in global demand. Hence, unemployment rate as of April 2009 stood at 7.5 percent (*Figure 3*). During this period, the manufacturing sector reported a negative

year-on-year growth (i.e., about -1.5%) in the number of employed persons. However, based on the report on employment as of July 2009, the unemployment rate stood at 2.9 million compared to 2.7 million in the same month in 2008. This translates to unemployment rate of 7.6 percent in July 2009, an increase of 0.2 percentage points compared to previous year's figure.

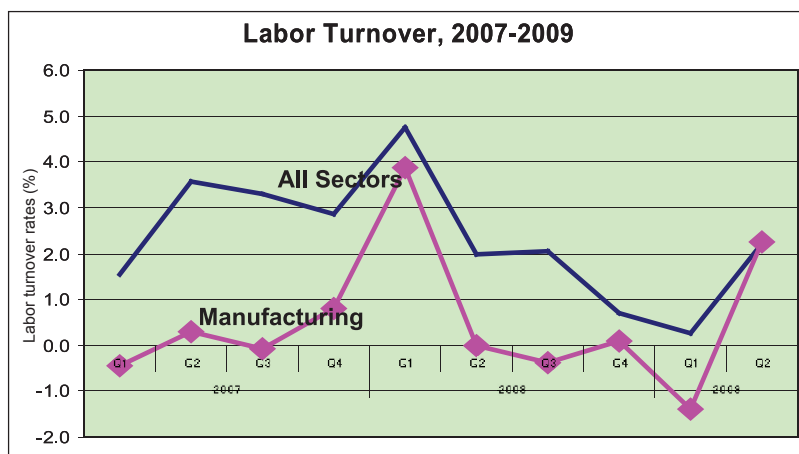
**Figure 3. Unemployment Rate, 2004-2009**



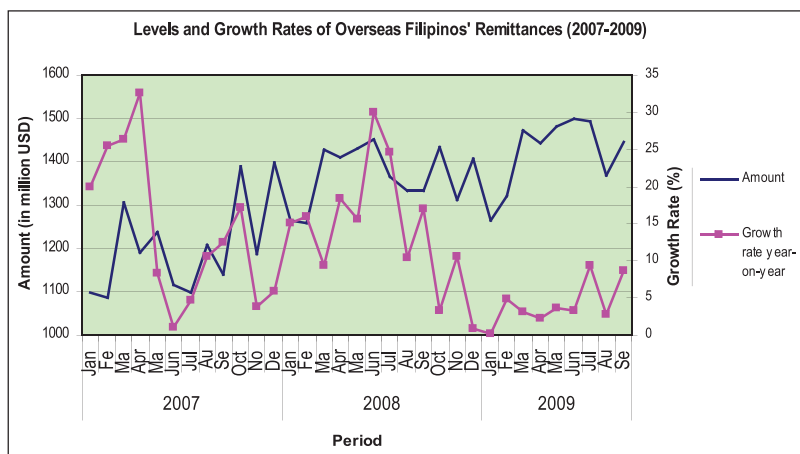
Source: NSO

Furthermore, employment growth, measured in terms of labor turnover rates started to decline significantly during the second quarter of 2008 (*Figure 4*). However, it improved considerably to 2.2 percent in 2009 as compared to the 2008 figure of nearly zero growth rate (0.27%). It is also important to highlight that the manufacturing sector recorded a negative labor turnover rate during the first quarter of 2009. This means that in the manufacturing sector, separation rate (or terminations of employment or resignations that occurred during the period) is higher than the accession rate (or the additions to employment).

Another negative impact of the global financial crisis is the slower growth in *remittances* from overseas Filipino workers (*Figure 5*). According to the reports of the Bangko Sentral ng Pilipinas (BSP), remittances coursed through banks grew by 8.6 percent in September 2009 year-on-year, notwithstanding the global financial crisis. Remittances during the period reached US\$1.447 billion. It is important to highlight, however, that the September growth is lower compared to the 16.9 percent growth a year ago. The BSP expected that remittances will grow by about 4 percent this year to US\$17.1 billion, “noting that the impact of the global economic crunch on the amount of money sent by Filipinos overseas was less severe than expected.” It had earlier projected that

**Figure 4. Labor Turnover Rate, 2007-2009**

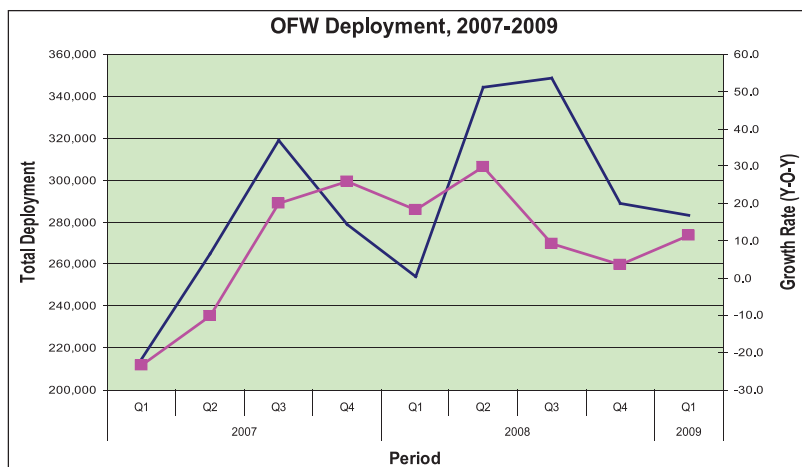
Source: BLES

**Figure 5. OFW Remittances, 2007-2009**

Source: BSP

remittances this year would only be the same as last year's level of US\$16.4 billion. It pointed to more favorable trends in recent months for the revision of forecast figures. Note that based on the data from the Philippine Overseas Employment Administration (POEA), a total of 1,236,013 workers were deployed in 2008, which is 14.7 percent higher compared to the 1,077,622 in 2007. The growth (year-on-year) in the number of deployed workers, however, declined during the third and fourth quarters of 2008 (*Figure 6*).

**Figure 6. Deployment of OFWs, 2007-2009**



Source: POEA

Given the vulnerability of the Philippines, it is important to determine the potential impact of this global crisis on poverty. This study, therefore, aims to assess the impact of the crisis on poverty in the Philippines. In particular, the study aims to determine which sectors of the economy are affected by the crisis. It also looks at the different coping mechanisms adopted by households, as well as the programs implemented by the government, in response to the crisis. The result of this study can help policymakers in prioritizing measures that can mitigate the impact of the crisis on poverty. In particular, the results can help in identifying and designing the necessary social protection programs, as well as in refining program targeting, and in addressing the incidence as well as stimulus of the taxes and expenditures. The need for improved social protection programs has already become clear when the food and energy price rose just before the financial crisis and global slowdown.

## 2. METHODOLOGY

Given the objectives of the study, the impact at the household and community level will be analyzed using data on different dimensions of poverty obtained from community-based monitoring systems in the Philippines. This study demonstrates how CBMS can be used as a tool for monitoring the impact of shocks (such as the global financial and economic crisis) on poverty.

### **2.1 Transmission Channels**

Based on the review of the literature and further discussions, the relevant channels by which the impact of the global crisis could affect households were identified. In the case of the Philippines, these channels include overseas employment and remittances, and local employment. Under local employment, there were two categories: (1) entrepreneurial activities; and (2) wage earners and salaried workers. This study, therefore, focuses only on these channels. These key transmission channels helped in the identification of the poverty observatories or sentinel sites for monitoring the impact of the crisis, as well as the additional indicators that were monitored at the household- and community levels.

### **2.2 Data and Indicators**

In addition to the existing CBMS core indicators (which are being considered as impact indicators), specific outcome indicators were monitored to determine how households are affected by the global crisis. As mentioned earlier, the outcome indicators were identified based on the relevant transmission channels for the Philippines. Indicators of coping mechanisms were also monitored to determine how households were adopting to the crisis.

### **2.3 Project Coverage**

In this paper, results are presented for 10 selected sites<sup>1</sup> in the Philippines that serve as poverty observatories or sentinel locations for monitoring the impact of the crisis (*Table 1*). As mentioned earlier, these were identified based on the relevant transmission channels for the country. They include four sites in rural areas, five sites in urban areas outside NCR, and one site in urban NCR. To be consistent with the CBMS methodology, all households in the selected sites were included in the survey. Selected barangays under this study consist of about 3,274 households. For this round of data collection, the reference period used is six months (i.e., from November 2008 to April 2009).

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<sup>1</sup> The CBMS Network initiative covers 13 sentinel sites for the GFC Impact study. Data encoding for the remaining sites is still ongoing.



**Table 1. Total Number of Households and Total Population per Barangay**

Barangay	Municipality/City	Province	Households		Population	
			No.	%	No.	%
<b>Urban</b>			<b>856</b>	<b>24.5</b>	<b>2,941</b>	<b>19.4</b>
192	Pasay City	NCR-4	856	24.5	2,941	19.4
<b>Urban Outside NCR</b>			<b>1,738</b>	<b>49.7</b>	<b>7,729</b>	<b>51.0</b>
Gumamela	Labo	Camarines Norte	432	12.3	2,060	13.6
Villa Angeles	Orion	Bataan	354	10.1	1,401	9.2
Poblacion III	Santo Tomas	Batangas	466	13.3	2,086	13.8
Magbangon	Cabuogayan	Biliran	259	7.4	1,230	8.1
Masikap	Puerto Princesa City	Palawan	227	6.5	952	6.3
<b>Rural</b>			<b>905</b>	<b>25.9</b>	<b>4,491</b>	<b>29.6</b>
Ando	Borongan	Eastern Samar	174	5.0	892	5.9
San Miguel	Llorente	Eastern Samar	269	7.7	1,372	9.0
Salvacion	Puerto Princesa City	Palawan	237	6.8	1,084	7.1
San Vicente	Santa Elena	Camarines Norte	225	6.4	1,143	7.5
<b>Total</b>			<b>3,499</b>	<b>100.0</b>	<b>15,161</b>	<b>100.0</b>

## **2.4 Data Collection Instruments and Conduct of Necessary Training**

Aside from the CBMS Core questionnaires (*Household Profile Questionnaire* and *Barangay Profile Questionnaire*), rider questionnaires were prepared and administered to selected sentinel sites to collect the additional information required for monitoring the indicators. Two new rider questionnaires that were developed are: (1) *HPQ Global Crisis Rider* (CBMS Form 5); and (2) *BPQ Global Crisis Rider* (CBMS Form 6). These rider questionnaires were designed particularly to collect information on the indicators of outcome and impact of the crisis, as well as the different coping mechanisms adopted by households in response to the crisis.

To help the enumerators, manuals on how to administer the questionnaires were prepared. The *CBMS Manual 5* presents the details on how to accomplish the *HPQ Global Crisis Rider Questionnaire* while the *CBMS Manual 6* provides the instructions on how to fill out the *BPQ Global Crisis Rider Questionnaire*. The CBMS-Philippines Team provided training to enumerators and supervisors, particularly on the key concepts of the survey and on how to administer the questionnaires. The training also came with hands-on exercises on the conduct of the survey. Finally, assigned data encoders were given a short training on the revised encoding system.

The CBMS encoding system was also revised to incorporate the questions contained in the rider questionnaires.

## **3. RESULTS AND DISCUSSION**

### **3.1 Impact on Households through Overseas Employment and Remittances**

#### **3.1.1 Returning OFWs Due to Retrenchment**

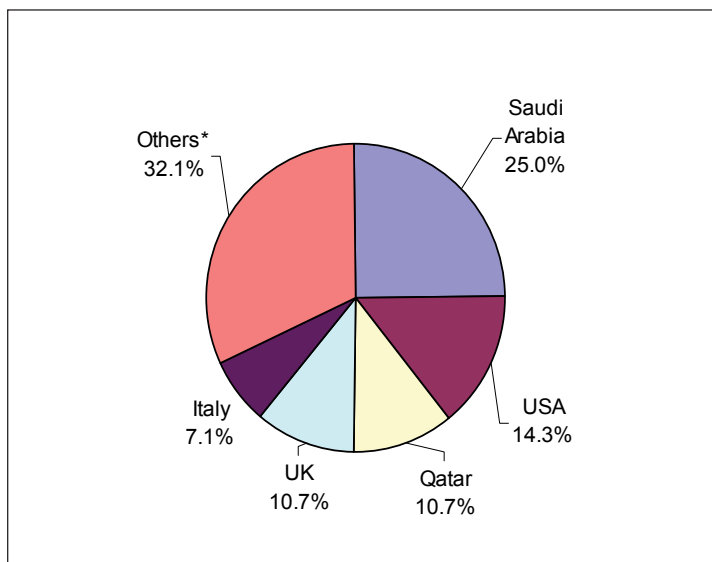
As mentioned earlier, data on deployment from the POEA reveal positive year-on-year growth in the total number of deployed workers during the period 2007 to 2009. However, the CBMS data shows that some OFWs were retrenched during the period November 2008 to April 2009. In particular, about 440 of the 3,274 surveyed households, which translate to about 13.4 percent of all households interviewed, have at least one member previously working abroad. Although 38.0 percent of respondents reported that they had an OFW who returned during the period, only about 16.2 percent pointed to retrenchment or lay-off as the reason for their return.

*A large proportion of retrenched OFWs used to work in Saudi Arabia.* Data for the 10 sentinel sites reveal that about 25.0 percent of OFWs retrenched came from Saudi Arabia, followed by the United States (17.4%). Data disaggregation also shows that most of the retrenched OFWs were males (14.3%).

**Table 2. Distribution of Retrenched OFWs, by Country**

Country	No. of Retrenched OFWs
Saudi Arabia	7
USA	4
Qatar	3
UK	3
Italy	2
Others	9
<b>Total</b>	<b>28</b>
Male	20
Female	8

Source: CBMS Survey 2009

**Figure 7. Distribution of Retrenched OFWs, by Country**

*Most of the retrenched OFWs used to work in private households with employed persons. In fact, these workers represent about 21.4 percent of the retrenched OFWs (Table 3). A relatively large proportion of retrenched OFWs came from the health and social work sector (17.9%) and manufacturing sector (14.3%).*

**Table 3. Retrenched OFW, by Sector**

Industry	Industry	
	No.	%
A. Private households with employed person	6	21.4
B. Health and social work	5	17.9
C. Manufacturing	4	14.3
D. Financial intermediation	4	14.3
E Transport, storage and communication	3	10.7
F. Real estate, renting and business activity	2	7.1
G. Hotel and restaurants	1	3.6
H. Wholesale & retail trade, repair of motor vehicles, motorcycles, and personal household goods	1	3.6
I. Other community, social and personal service activities	1	3.6
J. Construction	1	3.6
<b>Total</b>	<b>28</b>	<b>100</b>
Male	20	71.4
Female	8	28.6

Source: CBMS Survey 2009

### 3.1.2 Wage Reduction Among OFWs

Rather than returning to the Philippines, some OFWs agreed to wage cuts during the reference period. About 9.3 percent of households with OFWs reported that their OFW members experienced wage reduction during the period November 2008-April 2009. Specifically, about 42 OFWs experienced such wage reduction. Major reasons mentioned for the decrease in wage are: (1) reduced working hours (33.3%); (2) the firm where the OFW works is cutting costs (26.2%); and (3) the firm where the OFW works is incurring losses (11.9%).

*About 71.4 percent of OFWs who experienced wage reduction are working in Asian countries.* A significant proportion is, in fact, working in the Middle East. In particular, about 37.2 percent of the affected OFWs are working in Saudi Arabia, followed by those in the United States (9.3%) and Hong Kong SAR (9.3%). Disaggregation by sex reveals that male workers dominate the group of OFWs with a reduction in wage or salary.

*Most OFWs (30.2%) who experienced wage reduction are service workers, and shop and market sales workers.* This is followed by those who engage in

**Table 4. OFW who Experienced Wage Reduction, by Country**

Country	Total		Male		Female	
	No.	%	No.	%	No.	%
Saudi Arabia	16	37.2	15	93.8	1	6.3
USA	4	9.3	4	100.0	0	0.0
Hong Kong SAR	4	9.3	1	25.0	3	75.0
Qatar	3	7.0	2	66.7	1	33.3
Singapore	2	4.7	2	100.0	0	0.0
DPRK	2	4.7	2	100.0	0	0.0
Others	9	20.9	4	44.4	5	55.6
Unspecified	3	7.0	3	100.0	0	0.0
<b>Total</b>	<b>43</b>	<b>100</b>	<b>33</b>	<b>76.7</b>	<b>10</b>	<b>23.3</b>

Source: CBMS Survey 2009

trades and related work (14.0%), technicians and associates (14.0%), and laborers and skilled workers (14.0%). The rest works in other types of occupation. Still, male workers dominate the group of affected workers (*Table 5*).

### 3.1.3 Decline in the Amount and Frequency of Remittances Received

As mentioned earlier, data from the BSP indicate that remittances continued to increase, although the pace slackened. Based on the CBMS data, however, not all households with OFWs actually received remittances during the six-month period of the study. In fact, about 21.6 percent had reported that they did not receive remittance. In addition, about 8.9 percent of households with OFWs experienced a reduction in the amount of remittances received during the period. An estimated 7.1 percent of all households experienced a decline in the frequency of receipt of remittances.

*The largest proportion of households with OFWs who experienced a decline in the amount and frequency of receipt of remittances, is reported in urban NCR (about 18.3%). Meanwhile, the reported figures among households in rural and urban areas outside NCR were only 8.9 percent and 6.7 percent, respectively (Table 6).*

**Table 5. OFW who Experienced Wage Reduction, by Occupation**

Type of Job	Total		Male		Female	
	No.	%	No.	%	No.	%
<b>All Occupations</b>	<b>43</b>	<b>100.0</b>	<b>33</b>	<b>76.7</b>	<b>10</b>	<b>23.3</b>
Service workers and shop and market sales worker	13	30.2	9	69.2	4	30.8
Trades and related workers	6	14.0	5	83.3	1	16.7
Technicians and associate professionals	6	14.0	5	83.3	1	16.7
Laborers and skilled workers	6	14.0	4	66.7	2	33.3
Plant and machine operators and assemblers	5	11.6	4	80	1	20
Professionals	3	7.0	2	66.7	1	33.3
Officials of government and special interest organization, corporate executives, managers, managing proprietors and supervisors	2	4.7	2	100	0	0
Farmers, forestry workers and fisher folk	1	2.3	1	100	0	0
Special occupations	1	2.3	1	100	0	0

Source: CBMS Survey 2009

### **3.2 Impact on Households through Local Employment**

The study also tried to determine how households were affected through local employment by looking at those who are involved in entrepreneurial activities and those who are wage earners and salaried workers. Based on the CBMS data, there were 5,701 members in the labor force, 88.5 percent of which were employed during the reference period. This translates to an unemployment rate of 11.5 percent. About 62.5 percent of the employed individuals were males (*Table 7*).

**Table 6. Households Affected by the Crisis through Remittances**

Indicator	Rural		Urban		Urban NCR		Urban Outside NCR		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
<b>Households</b>	<b>905</b>		<b>856</b>		<b>1,738</b>		<b>3,499</b>			
HH with OFW	79	8.7	71	8.3	300	17.3	450	12.9		
HH who received remittances during the past 6 months	65	82.3	54	76.1	234	78.0	353	78.4		
HH who experienced a decline in the amount of remittances received	7	8.9	13	18.3	20	6.7	40	8.9		
HH who experienced a decline in the frequency of receipt of remittances	4	5.1	9	12.7	19	6.3	32	7.1		

Source: CBMS Survey 2009

**Table 7. Labor Force Statistics**

Statistics	Total		Male		Female	
	No.	%	No.	%	No.	%
Population 15 years and over	10,394		5,123	49.3	5,271	50.7
Labor force	5,701	54.8	3,508	61.5	2,193	38.5
Employed	5,046	88.5	3,155	62.5	1,891	37.5
Unemployed	655	11.5	353	53.9	302	46.1

Source: CBMS Survey 2009

### ***Entrepreneurial Activities***

#### **3.2.1 Opening of New Business and Closing of Existing Business**

*Only a few households were engaged in a new business during the period (Table 8). Results showed that a meager 2.1 percent of households surveyed actually engaged in a new entrepreneurial activity during the six-month period of the study. This translates to 75 new businesses set up in all the barangays covered by the study. Majority (i.e., about 57.3%) of these new businesses were related to wholesale and retail trade, and repair of motor vehicles. Most households that engaged in a new business were living in urban areas.*

*A few households also closed their existing business during the period. In fact, only 19 households (or 1.0%) reported that they closed their businesses during the period. These results confirm the minimal effect of the crisis in these select sites in terms of households' engagement in a business or entrepreneurial activity.*

**Table 8. Outcome Indicators: Entrepreneurial Activities, 2009**

Indicator	Magnitude	Proportion
HHS engaged in new entrepreneurial activity	75	2.1
HHS engaged in an entrepreneurial activity	1,817	51.9
HHS which closed a business	19	1.0
HHS with significant change in the monthly income from the business	158	8.7
Increase	33	20.9
Decrease	125	79.1
HHS with significant change in the no. of employed persons in the business	6	0.3
Increase	3	50
Decrease	3	50

Source: CBMS Survey 2009



### 3.2.2 Change in the Number of Employed Persons and Amount of Monthly Income from the Business

*About 8.7 percent (or 158) of households engaged in entrepreneurial activity experienced a significant change in their monthly income from their business (Table 8). Majority of households (79.1%) reported a decline in their monthly income from the business while the remaining 20.9 percent experienced an increase in income from business. The proportion of households that suffered a decline in monthly income from a business is lower in rural areas (i.e., 69.2%) as compared to those households living in urban areas. Furthermore, a meager 0.3 percent of households engaged in at least one entrepreneurial activity reported a significant change in the number of employed persons in their business. Fifty percent of these businesses said that they decreased the number of their employees during the period of the study.*

### Wage Earners and Salaried Workers

#### 3.2.3 Loss of Job

The global crisis potentially affected local employment given the reduction in exports, including export of electronics. Unemployment rate, using the data from NSO, went up and employment in the manufacturing sector declined. Labor turnover rate for the first quarter of 2009 in the Philippines was at 0.27 percent, indicating that the separation rate (*layoffs*) was just slightly lower than accession rate (*hirings*).

*During the period November 2008 to April 2009, 92 households reported job loss of at least one of their members, representing 2.2 percent of all households surveyed (Table 9). This translates to a total of 109 persons who lost their job during the period. Many of the affected individuals used to work as service workers and shop and market sales workers, accounting for 23.9 percent of all affected members (Table 10). In addition, there are also those who used to work in the manufacturing industry, which accounts for about 20.2 percent of the total number of persons who lost a job (Table 11). Hence, this sector could potentially be affected by the crisis through the employment channel. Note that no individual from the agriculture sector was reported to have lost his/her job due to layoffs.*

#### 3.2.4 Reduction in Wage, Number of Working Hours and Employment Benefits

Some of the employed individuals also experienced a reduction in wages, number of working hours, and employment benefits (Table 12). These employed persons would prefer working in the same job despite these reductions rather than moving to another job or being unemployed. Based on

**Table 9. Outcome Indicators, Wage Earners and Salaried Workers**

<b>Indicator</b>	<b>No.</b>	<b>%</b>
HH with member who lost job	92	2.6
Members who lost job	109	2.2
HH with member who experienced wage reduction	74	2.1
HH with member who experienced a reduction in number of working hours	65	1.9
HH with member who experienced reduction in employment benefits	8	0.2

Source: CBMS Survey 2009

**Table 10. Members who Lost Job, by Occupation**

<b>Type of job</b>	<b>No.</b>	<b>%</b>
Service workers and shop and market sales workers	26	23.9
Professionals	21	19.3
Laborers and skilled workers	19	17.4
Plant and machine operators and assemblers	15	13.8
Technicians and associate professionals	8	7.3
Others	20	18.3
<b>Total</b>	<b>109</b>	<b>100.0</b>

Source: CBMS Survey 2009

**Table 11. Members who Lost Job, by Industry**

<b>Industry</b>	<b>No.</b>	<b>%</b>
Manufacturing	22	20.2
Private households with employed person	15	13.8
Education	12	11.0
Other community, social and personal service activities	9	8.3
Wholesale & retail trade, repair of motor vehicles	8	7.3
Hotels and restaurants	8	7.3
Transport, storage, and communication	7	6.4
Public administration and defense; compulsory social security	7	6.4
Financial intermediation	5	4.6
Health and social work	4	3.7
Construction	4	3.7
Electricity, gas and water supply	3	2.8
Mining and quarrying	2	1.8
Real estate, renting and business activities	2	1.8
Extra-territorial organizations and bodies	1	0.9
<b>Total</b>	<b>109</b>	<b>100.0</b>

Source: CBMS Survey 2009

the responses given during the survey, about 1.6 percent (or 83 persons) suffered a decline in wage. In addition, 73 persons had reduced working hours while eight persons suffered from a reduction in benefits. Although there are more employed men than women, the reported proportion of employed women affected by reduced wages (1.9%) and working hours (1.9%) is slightly higher as compared to men.

**Table 12. Members who Experienced Reduction in Wage, Working Hours or Employment Benefits**

	No. of Employed Persons	With Wage Reduction		With Reduced Working Hours		With Reduced Benefits	
		No.	%	No.	%	No.	%
Male	3,155	47	1.5	37	1.2	5	0.16
Female	1,891	36	1.9	36	1.9	3	0.16
<b>Total</b>	<b>5,046</b>	<b>83</b>	<b>1.6</b>	<b>73</b>	<b>1.4</b>	<b>8</b>	<b>0.16</b>

Source: CBMS Survey 2009

### **3.3 Impact on the Agriculture Sector**

Data on the group of households involved in agriculture tend to show that the agriculture sector was not affected much. According to the responses gathered during the conduct of the survey, no individual from the agriculture sector has lost his/her job due to the crisis. Out of the 3,499 households included in the survey, only 775 (23.7%) were involved in the agriculture sector, with Barangay Salvacion (Puerto Princesa City, Palawan) recording the highest proportion of households engaged in an agricultural activity at 87.8 percent (*Table 13*). Among those households that reported a decline in income from existing businesses, 61 (48.8%) were involved in the agricultural business while 64 (51.2%) were not engaged in an agricultural activity. Note that, in general, the average income of households working in the agriculture sector is significantly lower than those of non-agriculture households. Only 27 (of the 927 households involved in agriculture), or 2.9 percent, reported a decline in their income from their agricultural business (*Table 14*). The decrease is mainly due to damages caused by natural calamities or inclement weather and not necessarily related to the global crisis.

Among all sites included in the study, Villa Angeles (Orion, Bataan) recorded the highest proportion of households affected by the global financial crisis (*Table 15*). In particular, about 22.3 percent of the households living in Villa Angeles were affected by the crisis in terms of overseas employment and remittance or through local employment. Note that most of the barangays with a high proportion of households engaged in any agriculture activity were not

**Table 13. Households Involved in the Agriculture Sector, by Site**

Site	No. of HHs	%
Salvacion	208	87.8
Ando	125	71.8
San Miguel	187	69.5
San Vicente	152	67.6
Magbangon	139	53.7
Gumamela	78	18.1
Villa Angeles	19	5.4
Masikap	10	4.4
Poblacion III	7	1.5
Brgy. 192	2	0.2
<b>Total</b>	<b>927</b>	<b>26.5</b>

Source: CBMS Survey 2009

**Table 14. Distribution of Households by Type of Involvement in the Agriculture Sector**

Type of HHs	Agri HHs	Non-Agri HHs
No. of HHs	927	2,572
Average income (Php)	22,792.8	74,446.5
HHs with a decrease in income from agricultural business	27	n.a.

Note: Agri HHs refer to those which are involved in the agriculture sector while Non-Agri HHs refer to those which are NOT involved in the agricultural sector

Source: CBMS Survey 2009

affected by the crisis. For instance, in Ando (Borongan, Eastern Samar), where about 71.8 percent of the households were involved in an agriculture activity, only 1.1 percent were affected through the local employment channel, and 2.3 percent through overseas employment and remittance channel.

### **3.4 CBMS Core Indicators: Changes over Time**

#### **3.4.1 Panel Data for Barangay 192, Pasay City**

A panel dataset was prepared for Barangay 192 (Pasay City, NCR) by defining the same household as one with at least one member present in both rounds (i.e., in 2005 and in 2009). Results reveal that only 324 households

**Table 15. Households Affected by the Global Financial Crisis through Overseas Employment and Remittance and Local Employment, by Site**

	Affected by GFC		Affected through Overseas Employment and Remittance		Affected through local employment		HHs Engaged in any Agriculture Activity	
	No.	%	No.	%	No.	%	No.	%
<b>Barangay</b>								
<b>Urban NCR</b>								
192	65	7.6	22	2.6	46	5.4	2	0.2
<b>Urban Outside NCR</b>								
Gumamela, Labo, Camarines Norte	39	9	12	2.8	28	6.5	78	18.1
Villa Angeles, Orion, Bataan	<b>79</b>	<b>22.3</b>	<b>33</b>	<b>9.3</b>	<b>50</b>	<b>14.1</b>	19	5.4
Poblacion III, Sto. Tomas, Batangas	<b>68</b>	<b>14.6</b>	17	3.6	<b>52</b>	<b>11.2</b>	7	1.5
Magbangon, Cabucayan, Biliran	10	3.9	2	0.8	8	3.1	139	53.7
Masikap, Puerto Princesa City, Palawan	27	11.9	7	3.1	20	8.8	10	4.4
<b>Rural</b>								
Ando, Borongan, Eastern Samar	6	3.4	4	2.3	2	1.1	125	<b>71.8</b>
San Miguel, Llorente, Eastern Samar	11	4.1	10	3.7	1	0.4	187	<b>69.5</b>
Salvacion, Puerto Princesa City, Palawan	13	5.5	0	0	23	9.7	208	<b>87.8</b>
San Vicente, Sta. Elena, Camarines Norte	23	10.2	1	0.4	12	5.3	152	<b>67.6</b>

Source: CBMS Survey 2009

(out of the 836 households during the 2005 survey) matched in both survey rounds. The panel data created show that the proportion of poor households in the area slightly increased from 8.3 percent in 2005 to 9.9 percent in 2009 (or a 1.6 percentage point increase) (*Table 16*). This is despite the fact that the unemployment rate decreased slightly—by 4.9 percentage points—from 17.5 percent in 2005 to 12.6 percent in 2009. These results may imply that the decrease in the proportion of unemployed<sup>1</sup> does not necessarily increase the per-capita income of households living in the area. While the total number of unemployed persons decreased by 44, the number of employed individuals declined by 57 (*Table 17*). The total members of the labor force also decreased by 101 (from 634 in 2005 to 533 in 2009). One of the possible reasons for such drop in the labor force is the splitting of households in 2005. That is, note that only one of the split households was included in the panel dataset.

Based on job status, about 85.5 percent of all employed persons are working in a permanent job while the rest are either working in a non-permanent job (i.e., whose status may be described as either short-term, seasonal/casual work, or worked on different jobs) (*Table 17*). The number of members who have a permanent job remained almost unchanged while the number of persons who are considered working in a non-permanent job declined from a total of 76 in 2005 to 19 in 2009, translating to a decrease of 75.0 percent. Thus, members who lost their job within the reference period are those who are working in non-permanent jobs.

Another possible explanation for the increase in poverty incidence during the period is the potential drop in the mean income of employed persons. Note that there was a significant increase in the number of laborers and unskilled workers by 112 (or 86.2%). In addition, the number of professionals, associate professionals, service workers, trades and related workers all dropped significantly for the period 2005-2009 (*Table 18*). Side by side the decline in the number of employed persons in 2009 (some of whom are professionals, service workers, or trades workers), there was also a shift in the type of occupation for those members who were still working. It is possible that new entrants into the labor market work as laborers and unskilled workers.

### 3.4.2 CBMS Core Indicators for the Ten Selected Sites (All Households)

Annex A shows the CBMS core indicators reflecting the potential impact of the global crisis (and possibly, of other shocks) on poverty in 10 selected GFC sites. Results show that poverty incidences in most of the sites increased

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<sup>1</sup> The difference in the employment definition (based on NSO's official definition) used in the 2005 and 2009 surveys may have also contributed to the decrease in unemployment rate. The definitions used in the surveys differ terms of the adoption of the "availability criterion" and the imposition of a "cut-off period for the job search" of the discouraged workers in the 2009 survey.

**Table 16. CBMS Core Indicators for Panel Households in Barangay 192, Pasay City, 2005 and 2009**

<b>CBMS Core Indicators</b>	<b>2005</b>	<b>2009</b>
<b>Health and Nutrition</b>		
Proportion of children aged 0-4 years old who died	0.0	0.0
Proportion of women who died due to pregnancy related causes	0.0	0.0
Proportion of children aged 0-5 years old who are malnourished	0.0	1.8
<b>Shelter</b>		
Proportion of households living in makeshift housing	0.3	3.1
Proportion of households that are squatters	0.0	43.2
<b>Water and Sanitation</b>		
Proportion of households without access to safe water supply	3.7	0.6
Proportion of households without access to sanitary toilet facilities	0.0	0.0
<b>Education</b>		
Proportion of children aged 6-12 years old who are not attending elementary school	12.8	19.1
Proportion of children aged 13-16 years old who are not attending secondary school	23.3	23.8
<b>Income</b>		
Proportion of households with income below the poverty threshold	8.3	9.9
Proportion of households with income below the food (subsistence) threshold	2.2	2.8
Proportion of households that experienced food shortage	0.6	1.5
<b>Employment</b>		
Proportion of persons who are unemployed	17.5	12.6
<b>Peace and Order</b>		
Proportion of persons who were victims of crimes	0.0	0.4

Source: CBMS Survey 2009

**Table 17. Job Status of Employed Members in Barangay 192, Pasay City, 2005 and 2009**

Job status	2005		2009	
	No.	%	No.	%
Employed Persons (15 yrs old and above)	523		466	
Permanent	448	85.5	449	95.9
Short-term, seasonal or casual	58	11.1	14	3
Worked on different jobs on day to day	18	3.4	5	1.1
Unemployed Persons (15 yrs old and above)	111	17.5	67	12.6
Total No. of Labor Force	634		533	
Total Population	1,674		1,374	

Source: CBMS Survey 2009

**Table 18. Distribution of Employed Workers by Type of Occupation, 2005 and 2009**

Occupation	2005 Data		2009 Data	
	No.	%	No.	%
Officials of government and special-interest organization, corporate executives, managers, managing proprietors and supervisors	21	4.01	23	4.91
Professionals	34	6.49	18	3.85
Technician and Associate Professionals	58	11.07	17	3.63
Clerks	28	5.34	60	12.82
Service workers and shop and market sales workers	225	42.94	126	26.92
Farmers, forestry workers and fisherfolk	1	0.19	0	0
Trades and related workers	72	13.74	28	5.98
Plant and machine operators and assemblers	60	11.45	61	13.03
Laborers and unskilled workers	18	3.44	130	27.78
Special occupations	7	1.34	5	1.07
<b>Total</b>	<b>524</b>	<b>100</b>	<b>468</b>	<b>100</b>

Source: CBMS Survey 2009



in 2009 as compared to their previous CBMS round. Although the change in the poverty indicators could not be attributed solely to the global crisis, the interactions of different shocks that households faced in between periods definitely contributed to the worsening condition, and hence, increased poverty.

#### 4. COPING MECHANISMS ADOPTED BY HOUSEHOLDS

Households usually cope with shocks (e.g., the global crisis) by increasing receipts, reducing consumption or shifting to cheaper substitutes. During the period of the study, majority of households (i.e., 86.0%) reported that they modify their consumption of food (*Table 19*). In particular, most households tried to reduce consumption of relatively expensive food items. Another common strategy adopted is to buy food in retail and smaller portions/packages. Next to food, clothing is another major expense affected when households try to cope with the shocks.

It should also be noted that some of the coping strategies adopted by households may have negative long-term consequences, especially on women and children. For instance, about 57.0 percent of the surveyed households reported that they modified their expenses related to health while a quarter of the surveyed households said that they modified some of their expenses related to education. In terms of health, households (33.8%) usually cope by shifting to generic drugs/cheaper medicines. In addition, about 28.4 percent of all respondents mentioned that they shifted to medicinal plants or herbal medicines in case one of their household members got sick. The other most common coping strategy in terms of health expenses include shifting to government health centers/hospitals and resorting to self-medication. It is also worth noting that 172 (or 4.9%) of all the surveyed households reported that they did not buy medicines deemed necessary.

In terms of education, about 1.4 percent of students were withdrawn from school during the period November 2008 to April 2009 and in the coming school year (i.e., SY 2009-2010). In addition, about 0.8 percent of students enrolled in private schools in the past year moved to a public school during the period November 2008-April 2009 and in the coming school year. Although these strategies are not damaging in the short-run, they can be counter-productive in the medium- and long-run.

Another major coping strategy adopted by households is to tap various fund sources. In fact, about 40.0 percent of households reported that they borrowed money from various fund sources while 13.0 percent used their existing savings. Another 6.6 percent of households either pawned or sold their assets. Furthermore, another major strategy is to seek an additional source of income. About 6.3 percent of households said that at least one household member looked for work in addition to their existing job. However, not all of

**Table 19. Coping Strategies Adopted by Households**

<b>Coping Strategy</b>	<b>No.</b>	<b>%</b>
1) Modified the ff: Type of Expenses		
Food	3,008	86.0
Clothing	2,871	82.1
Electricity	2,668	76.3
Fuel	2,290	65.4
Communication	2,138	61.1
Health	1,996	57.0
Water	1,785	51.0
Recreation	1,400	40.0
Transportation	1,188	34.0
Education	875	25.0
2) Tapped various fund sources		
Borrowed money	1,401	40.0
Used savings	455	13.0
Pawned assets	166	4.7
Sold assets	68	1.9
3) Sought additional source of income		
Looked for additional work	219	6.3
Did additional work	167	4.8
Employed members not previously working	65	1.9
Looked for work abroad	53	1.5

Source: CBMS Survey 2009

them were able to find and do the additional job. In fact, only 4.6 percent of households reported that at least one of their members actually took an additional work during the period. A few households also reported that at least one household member not previously working took a job to cope with the crisis. Some also tried to look for work abroad.

All in all, the impact of the global crisis is not as severe as the impact brought by food and fuel price shocks. Annex B presents some details of the different coping strategies adopted by households by location. Note that some of the coping strategies adopted by households may differ by location. For instance, in terms of health, majority of households in the rural and urban areas outside NCR tried to adopt by using medicinal plants or herbal medicines while more households in urban NCR shifted to generic brands or cheaper drug brands. In terms of education, more households in the rural area and urban areas outside NCR reduced the allowance given to members who study while a large share of households in urban NCR used second-hand uniform or shoes.

Given the recent global crisis, the government put in place programs to mitigate the impact of the shocks. These programs included the Comprehensive Livelihood and Emergency Employment Programs (CLEEP), Pantawid Pamilyang Pilipino Program (4Ps) and National Food Authority (NFA) rice program, among others. The succeeding sections present a brief description of some relevant programs and provide updates on the status of the implementation.

## **5. MITIGATING THE IMPACT OF THE GLOBAL CRISIS**

### **General Description of Programs**

#### **5.1 Comprehensive Livelihood and Emergency Employment Programs (CLEEP)**

This program aims to provide emergency employment and income-generating services to the poor, returning expatriates, workers in the export industry, and out-of school youth. It aims to protect these vulnerable sectors from threats and consequences of reduced or lost income brought by the global economic crisis. President Gloria Arroyo had made it clear that the CLEEP is to be implemented nationwide as long as the world is in recession. Government department heads were instructed specifically to (1) hire for emergency employment; and (2) fund and supervise livelihood projects.

A total budget of Php13.69 billion was allocated to this program to ensure jobs and employment opportunities are available for poor and underprivileged Filipinos during the crisis. About Php8.37 billion out of the total budget allocation committed by the agencies had already been obligated for the implementation of CLEEP. Based on a report on October 2009, the programs/activities/projects (PAPs) under CLEEP intended to employ 466,644 individuals nationwide. It is estimated that 333,088 Filipino workers had been given jobs (or 71.4% accomplished as of October 2009) under the CLEEP program since its implementation in January that year.

#### **5.2 Philhealth-Sponsored Programs**

This program aims to provide medical privileges to the marginalized sector of the Philippine society. This program is open to qualified indigents belonging to the lowest 25 percent of the Philippine population. Under this program, the government shoulders the monthly contribution of qualified beneficiaries. The goal is to achieve universal health insurance coverage by enrolling 4.7 million indigent families or 23.5 million poor beneficiaries. As of March 2009, there were about 3.4 million indigent families, or about 17 million beneficiaries, enrolled.

### **5.3 Pantawid Pamilyang Pilipino Program (4Ps)**

This is one of the poverty alleviation programs of the government (through the Department of Social Welfare and Development) that were launched to shield the people from the effects of high oil and commodities prices. The local government units are expected to comply with the conditions of the program in terms of providing basic facilities and supplies for health such as vaccines and family planning services, and education. Under the program, a family beneficiary with maximum of three children will receive a monthly allowance of Php1,400, a Php500 monthly allowance for nutrition and health expenses, and Php3,000 for one school year or Php300 per month for educational expenses per child.

Beneficiaries have to comply with certain conditions to continue receiving the cash grants. These conditions include parents ensuring that their children attend school at least 85 percent of the time and receive vaccinations and health care. This was formerly called the *Ahon Pamilyang Pinoy* Program.

As of June 2009, 4Ps has benefited 695,746 poor households nationwide. The program targets to provide a total of 700,000 households starting June 2009. The expansion was approved by President Arroyo in December 2008 with a corresponding additional budget of Php5.0 billion. The areas included in the second set of implementation were selected from the 100 poorest municipalities from the poorest provinces based on the 2003 Small Area Estimates (SAE) of the National Statistical and Coordination Board (NSCB).

### **5.4 NFA Rice Access Program**

This program offers NFA rice at subsidized prices, which can be bought through NFA rolling stores, *Tindahan Natin* outlets, and other government-run stores. In 2008, 14 million families availed of the subsidized NFA rice. That same year, NFA distributed 13,108,343 bags to *Tindahan Natin* outlets and 953,972 bags of rice to the *Bigasan sa Parokya* outlets. These total 14,062,315 bags at Php16.75 per kg or Php837.50 per bag of 50 kg. The 2008 worldwide crisis on the rice supply resulted in high acquisition cost of imported rice by NFA at Php34.00 per kg, or Php1,700 per bag. Given this, the agency incurred total losses of Php12.1 billion, exclusive of the cost of Iron-Coated Rice Premix.

From January to November 16, 2009, the NFA distributed a total of 32,217,942 bags of 50 kg rice with daily average sales of 146,445 bags nationwide. The average acquisition cost of NFA rice was Php31.80 per kg, or Php1,590 per bag for 2009 rice importation. These stocks were sold to accredited retailers at a highly subsidized price.

### **5.5 Self-Employment Assistance-Kaunlaran (SEA-K)**

This is a capability-building program in coordination with the Local Government Units (LGUs), which is designed to enhance the socio-economic

skills of poor families to establish and self-manage a sustainable community-based micro-credit organization for entrepreneurial development. Its target beneficiaries are unemployed and under-employed families. A press release dated 27 August 2009 showed that 1,172 individuals were employed under the SEA-K program. The regions covered, so far, were the following: CAR, ARMM and Region XII.

### General Findings

In response to the global crisis, several programs were identified and implemented by the Philippine government. Some of these programs (such as NFA and 4Ps), however, were already existing even before the crisis. For instance, the conditional cash transfer program was stepped up in response to the crisis.

Based on preliminary findings, many of these programs suffer from weak targeting. For instance, the long-running NFA program, despite the issuance of family access cards to avoid mistargeting still suffers from significant leakage and exclusion. Among all households belonging to the first income quintile, 68.9 percent were able to access the NFA rice program (*Table 20*). Note that even the households in highest income quintile were also able to access the NFA rice program.

**Table 20. Households who were Able to Access the NFA Rice Program (10 GFC sites)**

Income Quintile	Magnitude	% of HHs in the Income Quintile who were able to access
1	482	68.9
2	375	53.6
3	258	36.9
4	165	23.6
5	87	12.4
<b>Total</b>	<b>1,367</b>	<b>39.1</b>

Source: CBMS Survey 2009

It is also important to highlight that there are relatively high leakage and exclusion rates for all sites covered in the study. In fact, about 48.9 percent of all households who access the program are considered non-poor (*leakage rate*) (*Table 21*). In addition, 35.6 percent of all poor households were not able to access the program (*exclusion rate*). The highest leakage rate is reported for urban NCR while the largest exclusion rate is observed in urban areas outside NCR. This also reflects poor targeting of the program.

**Table 21. NFA Rice Program: Leakage and Exclusion Rates (10 GFC sites)**

Site	Leakage Rate	Exclusion Rate
ALL SITES	48.9	35.6
Rural	38.8	22.8
Urban NCR	87.8	44.6
Urban Area Outside NCR	41.6	47.9

Source: CBMS Survey 2009

It is important to mention that there are two key questions that need to be considered when implementing a targeted program. First, whether the poor are reached; and second, are there any benefits that are leaking to non-poor or non-eligible persons or households. Hence, identification of poor households is critical. Such can be identified properly based on income or based on a Proxy Means Testing (PMT) Model. Based on income, the leakage rate for NFA rice program was 48.9 percent for all sites while exclusion rate is 35.6 percent (*Table 22*). Note, however, that the leakage rate is relatively higher when the poor are identified based on PMT. Under the PhilHealth program, about 65.8 percent of the income poor were unable to access the Philhealth program. However, about 65.4 percent of the PMT poor households were able to access the program.

**Table 22. Leakage and Exclusion Rates for NFA and Philhealth**

	NFA		Philhealth
	Leakage Rate	Exclusion Rate	Exclusion Rate
<b>Based on Income</b>			
All Sites	48.9	35.6	65.8
Rural	38.8	22.8	70.1
Urban NCR	87.8	44.6	73.7
Urban Outside NCR	41.6	47.9	60.3
<b>Based on PMT</b>			
All Sites	61.1	27.5	65.4
Rural	46.9	17.6	68.4
Urban NCR	91.8	44.7	71.8
Urban Outside NCR	64.6	40.9	59.6

Source: CBMS Survey 2009

## 6. CONCLUSION AND RECOMMENDATIONS

This study aims to monitor the economic and social impact of the global financial and economic crisis in the Philippines. Although the impact was not as large as initially expected, modest increase in poverty is expected. However, if coupled with the impact of price shock in 2008 and the recent natural calamities, poverty incidence is expected to go up significantly. This is more worrisome given that the recent reversal in poverty incidence observed in 2006, when poverty incidence went up for the first time since 1985.

Results of this study showed that the potential impact of the crisis on poverty varies across different groups of households. In fact, certain groups of households or individuals were affected more as compared to other groups. The crisis has affected the households in terms OFW remittances and local employment. That is, households highly dependent on remittances as a source of income would be adversely affected through reduced remittance receipts. In addition, households with members who are working in the affected sectors (e.g., manufacturing) could be negatively affected through reduced income. This may, therefore, result in an increase in poverty incidence, albeit modestly. In response to the crisis, households adopted various coping strategies, some of which may be damaging and counter-productive in the medium- and long-run. For instance, one of the coping mechanisms adopted by households is to withdraw their children from school, which may have negative long-term consequences. The health status of the affected households could also be adversely affected in the long-run if they do not seek medical attention.

Although the government has identified and implemented programs that could mitigate the impact of the crisis, more efficient targeting is necessary. The recurring problem in social protection programs highlights the need for a good targeting mechanism to ensure that only the eligible beneficiaries actually benefit from the program. Household-level data, such as those being generated by the community-based monitoring system, would be useful in identifying eligible beneficiaries. Hence, an evaluation of current programs is needed so as to identify those that are ineffective and need not be implemented anymore.

## ANNEX A. CBMS Core Indicators for the Ten (10) Selected Sites

	URBAN OUTSIDE NCR									
	URBAN NCR Brigv. 192 (Pasay City)		Gumamela (Labo, Camarines Norte)		Villa Angeles (Orion, Bataan)		Pop. III (Sto. Tomas, Batangas)		Magbangon (Cabucgayan, Biliran)	
	2005	2009	2005	2009	2005	2009	2009	2009	2005	2009
	2005	2009	2005	2009	2005	2009	2009	2009	2005	2009
<b>CBMS Core Indicators</b>										
<b>Health and Nutrition</b>										
Proportion of children aged 0-4 years old who died	0	0	0.4	0.4	0	0.9	0.4	0	1.6	0
Proportion of women who died due to pregnancy related causes	0	0	0	1.2	0	0	0.9	0	0	0
Proportion of children aged 0-5 years old who are malnourished	0	2	4	0.4	1.7	0	0.3	0	0	0.7
<b>Shelter</b>										
Proportion of households living in makeshift housing	0.2	1.9	1	7.2	1.4	0.6	0.9	1	0.8	0.4
Proportion of households that are squatters	0.1	30.1	5.5	0.2	0	0.3	0.7	1	0.8	0
<b>Water and Sanitation</b>										
Proportion of households without access to safe water supply	2.4	1.1	3.3	2.1	6	0.9	0.9	1.7	2.3	0.4
Proportion of households without access to sanitary toilet facilities	0	0	8.3	11.3	0.4	4.5	0.2	18.9	3.9	0
<b>Education</b>										
Proportion of children aged 6-12 years old who are not attending elementary school	13.6	16.3	16.7	21.7	16.2	24.6	17.5	27.5	23.2	20.3
Proportion of children aged 13-16 years old who are not attending secondary school	23.3	24.4	30.9	40.2	14.1	38.4	36.1	27.5	29.4	32.9
<b>Income</b>										
Proportion of households with income below the poverty threshold	7.1	6.7	45.6	44.4	19.7	12.2	20	42.2	56.8	13.7
Proportion of households with income below the food (subsistence) threshold	1.8	1.8	27.5	27.3	9.5	3.7	9.2	23.9	47.5	4.4
Proportion of households that experienced food shortage	0.7	1.2	0.8	0.2	0	0.3	3	24.3	0	0.4
<b>Employment</b>										
Proportion of persons who are unemployed	15.1	8.3	13.2	5.6	29.6	13.2	8.1	21.7	10.8	13.7
<b>Peace and Order</b>										
Proportion of persons who were victims of crimes	1	0.5	1.3	2	0.8	0.9	0.2	0	0	6.7

Source: CBMS Survey 2005, 2006 and 2009



ANNEX A. CBMS Core Indicators for the Ten (10) Selected Sites (continued)

CBMS Core Indicators	RURAL							
	Ando (Borongan, Eastern Samar)		San Miguel (Llorrente, Eastern Samar)		Salvacion (PPC, Palawan)		San Vicente (Sta. Elena, Camarines Norte)	
	2005	2009	2005	2009	2005	2009	2005	2009
<b>Health and Nutrition</b>								
Proportion of children aged 0-4 years old who died	0	2.4	0.8	2.2		1.3	0.6	0.8
Proportion of women who died due to pregnancy related causes	0	0	0	0		0	0	1.9
Proportion of children aged 0-5 years old who are malnourished	3.1	0	1.6	0		4.5	12.8	4.1
<b>Shelter</b>								
Proportion of households living in makeshift housing	9.7	2.3	0	13.8		1.7	0.9	0
Proportion of households that are squatters	5.7	0	2	3		0.8	0	0.4
<b>Water and Sanitation</b>								
Proportion of households without access to safe water supply	0.6	1.2	6	1.1		58.2	20.9	14.7
Proportion of households without access to sanitary toilet facilities	0.6	6.4	21.5	20.5		13.9	13.6	19.1
<b>Education</b>								
Proportion of children aged 6-12 years old who are not attending elementary school	28.4	23.3	20.6	15.6		20	16	22.6
Proportion of children aged 13-16 years old who are not attending secondary school	51.2	39.4	34.2	43.9		45.6	41.5	38.4
<b>Income</b>								
Proportion of households with income below the poverty threshold	49.7	52.3	78.9	75.1		29.5	68.2	73.8
Proportion of households with income below the food (subsistence) threshold	35.4	36.9	69.3	69.9		16	55	56.9
Proportion of households that experienced food shortage	1.1	10.4	5.6	6.7		16	0	0
<b>Employment</b>								
Proportion of persons who are unemployed	14.5	15	36.1	38.2		3	7.4	8
<b>Peace and Order</b>								
Proportion of persons who were victims of crimes	0	0	0	0.5		3	0	0.6

Source: CBMS Survey 2005, 2006 and 2009

## ANNEX B. Coping Strategies Adopted by Households in the 9 Selected Sites, by Location, 2009

Coping Strategies	Urban		Urban Outside NCR		Rural		Total	
	No.	%	No.	%	No.	%	No.	%
<b>Tapped various fund sources</b>								
Used savings	51	6	267	15.4	137	15.1	455	13.0
Sold assets	24	2.8	26	1.5	18	2.0	68	1.9
Pawned assets	74	8.6	65	3.7	27	3.0	166	4.7
Borrowed money	<b>443</b>	<b>51.8</b>	<b>571</b>	<b>32.9</b>	<b>387</b>	<b>42.8</b>	<b>1,401</b>	<b>40.0</b>
<b>Sought additional source of income</b>								
Looked for additional work	<b>21</b>	<b>2.5</b>	<b>112</b>	<b>6.4</b>	<b>86</b>	<b>9.5</b>	<b>219</b>	<b>6.3</b>
Did additional work	9	1.1	93	5.4	65	7.2	167	4.8
Employed members not previously working	7	0.8	46	2.6	12	1.3	65	1.9
Looked for work abroad	11	1.3	42	2.4	0	0.0	53	1.5
<b>Coping strategies in terms of health</b>								
Did not buy medicine	32	3.7	77	4.4	63	7.0	172	4.9
Discontinued intake of prescribed medicine	24	2.8	52	3	18	2.0	94	2.7
Shifted to government health centers and hospitals	222	25.9	306	17.6	232	25.6	760	21.7
Shifted to alternative medicine	42	4.9	240	13.8	163	18.0	445	12.7
Resorted to self medication	255	29.8	359	20.7	96	10.6	710	20.3
Reduced prescribed drug intake	43	5	108	6.2	25	2.8	176	5.0
Lessened the availment of medical treatment for any illness	34	4	127	7.3	22	2.4	183	5.2
Did not seek medical treatment for any illness	35	4.1	75	4.3	43	4.8	153	4.4
Used medicinal plants/herbal medicines	249	29.1	<b>421</b>	<b>24.2</b>	<b>325</b>	<b>35.9</b>	<b>995</b>	<b>28.4</b>
Shifted to generic drugs/cheaper drug brands	<b>482</b>	<b>56.3</b>	486	28	216	23.9	<b>1,184</b>	<b>33.8</b>
Others	6	0.7	26	1.5	30	3.3	62	1.8
<b>Coping strategies in terms of education</b>								
Transferred children from private school to public school	8	1.9	21	2.1	3	0.3	32	0.9
Withdrawn children from school	5	1.2	21	2.1	35	3.9	61	1.7
Transferred children from daycare to homecare	0	0	5	0.5	2	0.2	7	0.2
Members who are studying skipped classes	5	1.2	6	0.6	13	1.4	24	0.7
Reduced allowance for members who are studying	104	24.9	<b>123</b>	<b>12.3</b>	<b>201</b>	<b>22.2</b>	<b>428</b>	<b>12.2</b>
Members who are studying used second-hand books	147	35.3	115	11.5	159	17.6	421	12.0
Members who are studying used second-hand uniform/shoes	<b>212</b>	<b>50.8</b>	120	12	246	27.2	<b>578</b>	<b>16.5</b>
Shifted from private vehicle/school bus to commuting	11	2.6	34	3.4	12	1.3	61	1.7
Others	8	1.9	12	1.2	13	1.4	33	0.9

Source: CBMS Survey 2009



# Use of CBMS for Disaster Risk Management at the Local Level: The Labo Experience

Evaristo Pandi\*

The Community-Based Monitoring System (CBMS) was initiated in the Province of Camarines Norte in 2003. The Municipality of Labo was the first Local Government Unit (LGU) to pilot test the system. During this time, the CBMS was still a work in progress and so, we committed a few errors here and there that were part of our learning curve. For example, our processing system then was MS Excel-based.

There was also some form of resistance from the local council. As you know, we had implemented the MBN and SRA survey in the past, and this resistance stemmed from the fact that the welfare conditions of the people were not improving despite these surveys. Despite the community's limited resources and various forms of resistance posed by its different agencies, the municipality, however, was able to implement successfully the first round of enumeration in its 52 *barangays*.

With our achievements in CBMS, the municipality and local leaders of Labo were recognized for the following:

- Gawad Kalasag Award (Best MDCC) National Disaster Coordinating Council (2004, 2006, 2007)
- Gawad Kalasag, Hall of Fame, 2008
- Outstanding Municipal Mayor, Local Government Leadership Award 2008
- Punongbayan Award of Excellence 2008
- Award of Excellence, Cleanest & Greenest Municipality (Region V) 2001, 2002, 2003, 2004
- Award of Excellence, National Finalist for Gawad ng Pangulo sa Kapitaligiran 2002, 2003, 2004

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\* Municipal Planning and Development Coordinator, Municipality of Labo, Province of Camarines Norte

- Outstanding Accredited Government Agency (CSC Region V) 2002 & 2006; (CSC Central Office) 2002
- Sentrong Sigla Award, DOH Center for Health & Development (Region V) 2002
- Plaque of Recognition, Regional Winner – Search for Child Friendly Municipality 2002
- Most Active LGU Advocate of CBMS-2005

We truly believe that CBMS is one of the best tools that provide policymakers and program implementers with a good information base for decision-making. Moreover, it involves the participation and capacity-building of key persons at each geopolitical level.

We used CBMS for the following:

- *Crafting the vision statement of the local government unit.* Our vision statement is as follows: “Labo shall be a city serving as the administrative center of Camarines Norte, which promotes agro-industrial development for healthy, empowered and God-centered people enjoying a progressive economy in an ecologically balanced and sustainable environment supported by functional infrastructures and managed by dynamic local leaders.” In crafting our vision statement, we used the comparative results of our CBMS surveys in 2003 and 2006.
- *Preparation of the municipal profile.* The preparation and presentation of the Municipal Profile have changed significantly. Previous profile presentations were more on tables and graphs. On the other hand, CBMS introduced additional features into the presentation such as the GIS-Based Information System, wherein data and information were graphically represented in maps.
- *Preparation of disaster-risk management plan and determination of households in high-risk/vulnerable areas prior and during the occurrence of disasters.* To maximize the use of the software, the MDCC, through the Office of the Civil Defense Deputized Coordinator (CDDC), utilizes GIS maps to reflect the vulnerabilities of the barangays. A typical vulnerability/hazard map is a color-coded pictorial representation of the earth’s surface featuring risk or vulnerable areas such as the flooding area, erosion area, fault line, volcanic core, etc. Since Labo is a land-locked municipality, its hazard maps are limited to flooding maps, erosion maps, fault line maps, road accident maps, and fire hazard maps.

**Table 1. CBMS Core Indicators of Labo, Camarines Norte for 2003 and 2004**

Dimensions	Indicators	2003		2006	
		Number	%	Number	%
HEALTH	1. Proportion of child deaths (0-5 yrs. old)	24	.16	24	.16
	2. Proportion of women deaths due to pregnancy-related causes	-	-	-	-
	3. Proportion of children who are malnourished.(0-5 yrs. old)	1,114	8.75	1,114	8.75
HOUSING	4. Proportion of households living in makeshift housing	881	5.51	881	5.51
	5. Proportion of households who are informal settlers	700	4.41	700	4.41
WATER & SANITATION	6. Proportion of households without access to potable water supply	5,639	35.5	5,639	35.5
	7. Proportion of households without sanitary toilet facilities	5,447	34.6	5,447	34.6
EDUCATION	8. Proportion of children 6-12 yrs. old not in elementary school	3,266	20.5	3,266	20.5
	9. Proportion of children 13-16 yrs. old not in high school	2,812	32.6	2,812	32.6
INCOME	10. Proportion of households with income below the poverty threshold	10,804	67.9	10,804	67.9
	11. Proportion of households with income below the food threshold	8,224	51.8	8,224	51.8
	12. Proportion of households that experienced food shortage	388	2.42	388	2.42
EMPLOYMENT	13. Proportion of persons who are unemployed	3,053	11.92	3,053	11.92
PEACE AND ORDER	14. Proportion of persons who were victims of crime	506	3.19	506	3.19

### Flood-Prone Barangay Sta. Cruz, Labo, Camarines Norte

Under the Bad (Yellow) Scenario, the concerned BERT OCOu consults the map and lists down the households threatened and conducts warning activities.

When the disaster accelerates, the Bad (Yellow) turns to Worse (Orange) Scenario. The concerned BERT OCOu assists in the preparation of would-be affected households for evacuation, then upon practical judgment conducts evacuation. Meanwhile, the BERT OCOu in the purok where evacuation centers are located assists the BDCC in the preparation of the center and the facilities needed by evacuees.

During the Worst (Blue) scenario, all affected households must be in the evacuation centers. The BERT OCOu of the affected Purok shall, if humanly possible, be responsible in over-seeing the security of the properties left by the evacuees.

Using CBMS data, we are also able to determine households who are in high-risk or vulnerable areas:

- PRE-DISASTER ACTIVITY - The number and the location of households in high-risk/vulnerable areas can be determined prior to the occurrence of disasters.
- DURING THE DISASTER ACTIVITY - The affected household can be easily monitored because they were already evacuated.
- POST-DISASTER ACTIVITY - Distribution of relief goods and emergency assistance is provided to the pre-determined affected household

I would like to end my presentation with the following saying: *“Sa isang bayang laging handa, ang epekto at tama ng sakuna ay hindi malubha.”*

**Figure 1. Bad (Yellow) Scenario**

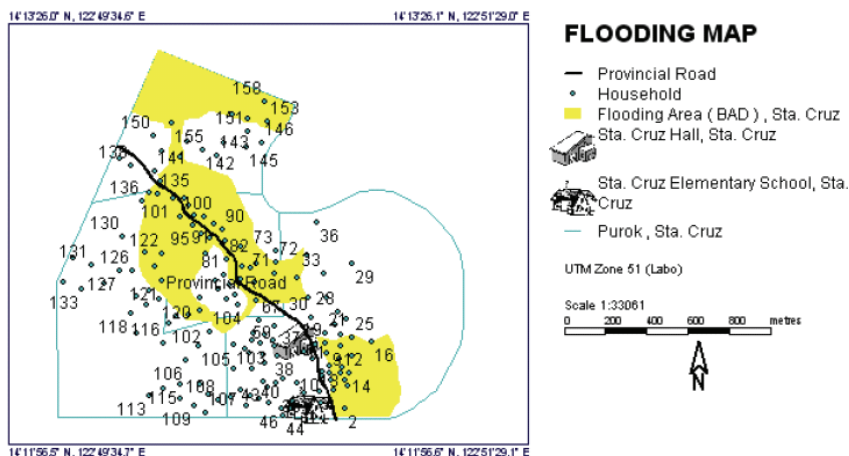


Figure 2. Worse (Orange) Scenario

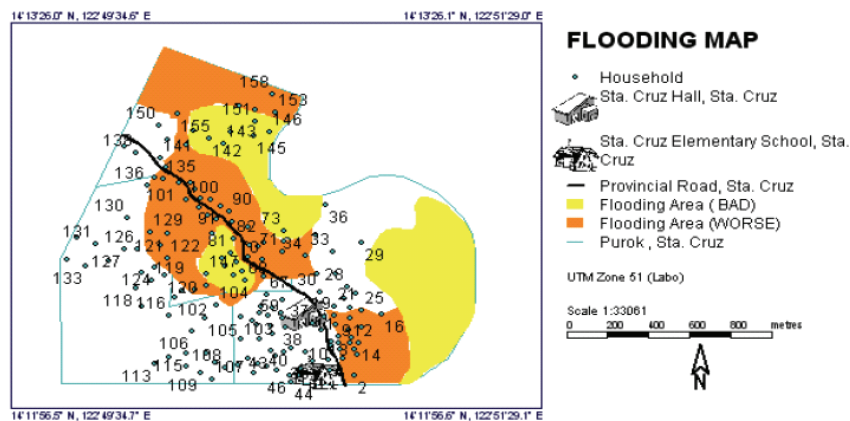
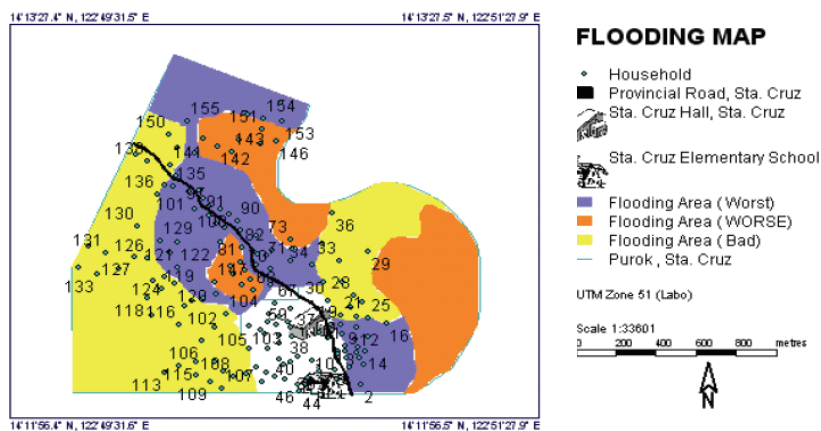


Figure 3. Worst (Blue) Scenario







# **Disaster Management Planning Using CBMS and GIS Software**

**Frances E. Eduarte\***

The Community-Based Monitoring System (CBMS), as we know, is primarily used for poverty alleviation. In the case of Olongapo City, however, we are using the system not only for the poor but for the rich as well. After all, within the context of disaster management, disasters affect both rich and poor alike.

The devastation caused by Typhoons Ondoy and Pepeng demonstrated anew the importance of disaster management planning in local government units (LGUs).

In our case, we had used CBMS data for the development of more detailed hazard maps. In particular, such data helped identify households that are more prone to hazards. We also used CBMS data as a tool for post-disaster rapid assessment, for easy identification of families that are eligible to receive relief operations and for continuous IEC campaign (e.g., drills, installation of early warning devices, and hazard advisories), particularly in identified high-risk areas.

The CBMS data were also used as reference for the City Disaster Coordinating Council's Emergency Response Plan. Olongapo City is the first LGU to have an emergency response plan in Region 3. We are proud to say that with the help of CBMS, we were chosen as a Hall of Famer of the Gawad Kalasag.

The CBMS can easily determine priority areas in case of disasters. This also facilitates the planning for allocations in case of calamities, and helps organize and hasten the preparation and distribution of services and supplies.

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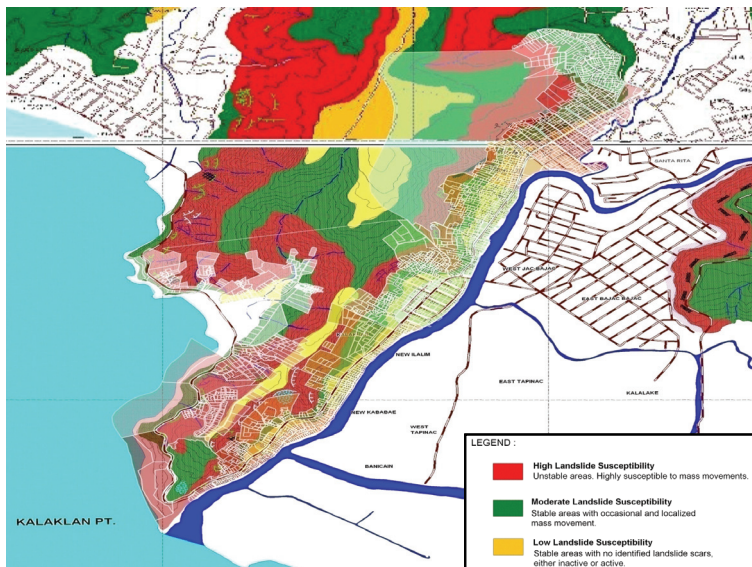
\* City Planning and Development Office, City of Olongapo

### I. Identification of Households Prone to Hazards

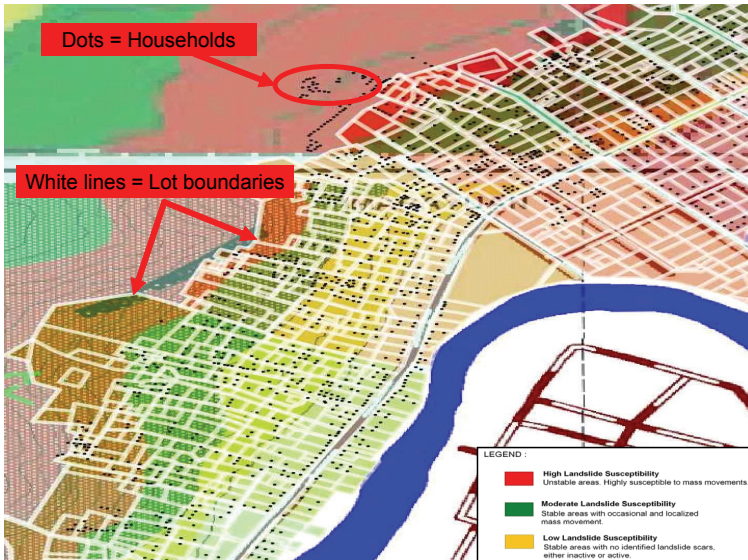
The City Government of Olongapo is currently using MANIFOLD, a Geographic Information System (GIS) that integrates hardware, software, and data for capturing, managing, analyzing, and displaying all forms of geographically referenced information. The components used in our hazard map (to be overlayed in the MANIFOLD software) are as follows: base map, hazard map, satellite image, and CBMS household map. Since we already have a CBMS household map, we could better interpret and appreciate the hazard map.

The following is an example of a landslide hazard map that was overlayed with a CBMS household map.

**Figure 1. Hazard Map Overlayed with CBMS Household Map Generated in G.I.S. Software**



**Figure 2. Zoomed View of Hazard Map Overlayed with CBMS Household Map Generated in G.I.S. Software**



We also used the same method in developing our hazard maps for fire, floods, and tsunamis.

Hazard mapping that is enriched with CBMS data provides the following advantages:

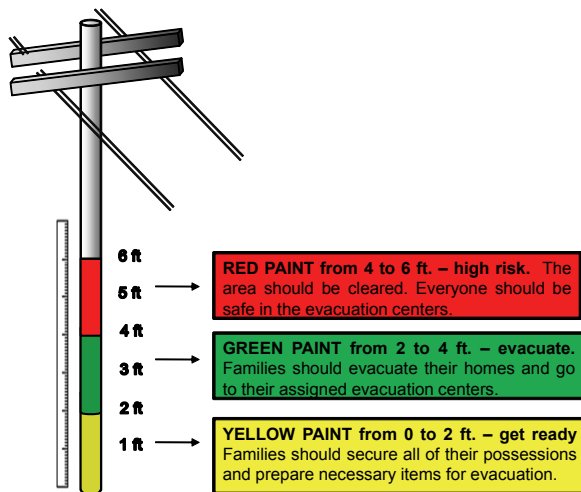
- Determines the magnitude and proportion of households that are in a high-, medium- or low-risk hazardous area;
- Ascertains names and addresses of individuals who may be affected, and disaggregates these by age and sex;
- Determines households living in houses made of light materials and makeshift that are potential fire hazards;
- Identifies households with mobile capabilities that could be tapped in cases of emergency evacuation;
- Identifies professional, medical, technical, and engineering practitioners in affected and nearby areas who could be tapped to volunteer in times of emergency;
- Identifies potential persons with disabilities who might need to be prioritized in times of emergency.

## II. IEC Campaigns Particularly on Identified High Risk Areas

Using the hazard maps, we conducted information and education campaigns in identified high-risk areas. These include the following:

- Advisories (e.g., whether housing lots are flood/landslide prone) given by the office of the zoning administrator to residents applying for zoning certifications;
- Drills (e.g., flashflood drills) conducted in identified communities prone to hazards;
- Olongapo City's Colors of Beauty and Safety: Community-Based Early Warning System (Figure 3);
- Early warning signages installed in communities identified as hazard areas.

**Figure 3. Community-Based Early Warning System**



Before I end my presentation, I would like to share a quotation from Confucius: *“The superior man, when resting in safety, does not forget that danger may come. When in a state of security, he does not forget the possibility of ruin. When all is orderly, he does not forget that disorder may come. Thus, this person is not endangered, and his estates and all their clans are preserved.”*

# Puerto Princesa City: A Model in Sustainable Development

Jovenee Sagun\*

Puerto Princesa is the main gateway to this wonderful region called Palawan and happens to be the capital and centrally located city of the province. Recently, the city was proclaimed as a HUC. It is considered as the largest in terms of land area, although its urban and urbanizing areas cover only 6 percent of such land area. Around 75 percent of the city's population resides in the urban areas.

Our city promotes two major economic activities: tourism and agriculture. It therefore places a high premium on ecotourism as a long-term and sustainable foundation of its economy. Fishing is another vital source of livelihood for our people. In general, the city and the province supply more than 50 percent of the fish-and-marine product requirements of Metro Manila.

Sustainable development has been the official policy of the city. We want to show that in this part of the world, there is a healthy balance between development and environment. We want to bequeath to the future generation a city that is as beautiful, if not more beautiful, than it is today.

There was a time in the past when Puerto Princesa was a microcosm of the country's environmental drift. Our forest and seas provide for the both the needy and the greedy. Our streets were so dirty and our garbage uncollected for days, sometimes even for weeks. The air quality in the urban center worsened due to carbon emissions from tricycles. Our forest cover fell from 75 percent in 1976 to less than 52 percent in 1992 due to illegal logging activities, slash-and-burn farming and *kaingin* or Swiden farming. Our coastal and marine areas, greatly devastated by cyanide and dynamite fishing and the prevalence of *muro-ami*, did not only destroy our marine ecosystem but the future of our children as well.

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\* City Planning and Development Coordinator, Puerto Princesa City, Palawan

These were the challenges that faced the local government unit (LGU). There was limited alternative livelihood to agriculture as a quick, cash-based income-generating activity, and marginalized people were highly dependent on forest resources.

Today, the city has gained the distinction of being a model city in terms of cleanliness, environmental protection and conservation, and local governance in general.

While some of the programs and environmental programs and projects that I will be presenting have been implemented even before the city adopted CBMS in 2000, the CBMS-generated data gave the city better understanding of the sectors. Those who are most affected by the programs are composed of the marginalized and vulnerable population. So, the issues go beyond environmental protection and conservation as it involves livelihood and poverty reduction as well.

The CBMS Validation workshops that we had conducted generated wide participation from community members. Hence, they were instrumental in the design and development of new programs and the enhancement of the strategies of existing ones.

So rather than make these community members the target of the programs, we made them partners on different capacities, either as monitors (bay and forest watch) or enforcers.

The effect of this distinction is particularly noteworthy in the marginal sector that does not normally participate in government initiatives.

The Bantay Puerto Program was conceptualized in 1992 to avert the fast decline of forest and marine resources. However, the LGU then had a very limited financial resource for programs and projects on environmental protection and management.

In the Philippine setting, 5 percent of the LGUs' annual income is set aside as calamity fund. This means that one cannot use that fund if there is no calamity or disaster. In the early 1990s, the power to declare a state of calamity lay in the hands of the president of the Philippines only. Nonetheless, the city's executive back then took the call and risk of using that fund to relocate forest occupants and provide alternative livelihood assistance to slash-and-burn farmers, illegal loggers as well as displaced fishermen who employed illegal fishing methods. The argument was that one did not have to wait for calamities to happen to use that fund because the ongoing threat to our natural environment was a disaster waiting to happen. This move actually heralded the passage of a House Bill that sought to empower LGUs to declare a state of calamity whenever they see fit and has now become a Republic Act.

- *Bantay Puerto or Puerto Princesa Watch.* This program aimed to ensure sustainable development of the city's natural resources and to optimize their contribution to the long-term local and

national development. So far, there were more than 1,800 violators apprehended and 400 jailed.

- *Oplan Linis Program*. Puerto Princesa is a Hall of Fame awardee as the Cleanest and Greenest City.
- The *Pista Yang Kagueban* or feast of the forest. This activity has 2 million trees planted since 1992.
- *Love Affair with Nature-February 14*. This is a Valentine's Day Mangrove Reforestation program.
- *Underground River*. For the first time in our history, a national park was turned over to a local government for management and control. Today, the Underground River is a United Nations Educational, Scientific and Cultural Organization (UNESCO) World Heritage Site and a candidate for one of the New Seven Wonders of Nature.
- *Engineered Sanitary Landfill*. Knowing that the sanitary landfill is not the be-all and end-all of the city's solid waste management system, the city partnered with Mother Earth Foundation to train barangay officials on RA 9003. It is expected that by 2010, the barangay LGUs will have to be RA 9003-compliant or they will be sued by the EcoWaste Coalition and the GLACC. Under this partnership, our diversion rate target has been at 90 percent.
- The *Coastal Renewal Program*. This program aims to provide informal settlers occupying the city's coastal areas with decent housing, reclaim the beauty of Puerto Princesa Bay, and protect the bay from further undue development.
- Meanwhile, the *Tenement Housing Project* looks after fisherfolks displaced by the Coastal Renewal Program.
- The *Green Homes* is a relocation site for fisherfolks affected by the Coastal Renewal Project and who opt to own their own piece of land. By combining basic need with climate protection, the Green Homes design features energy-efficient fixtures for lighting and electricity, natural lighting, ventilation and a rainwater catchment facility. It prohibits the use of wood for its components to decrease the need for wood cutting.
- *Tricycle Sa Kabuhayan At Ekolohiya (Trike) Project*. The Trike's objective was two-fold: To lower air and noise pollution as well as to develop the livelihood and entrepreneurial skills of those that would be most affected by the implementation of the project (i.e., the operators and drivers).
- The *Preventive Maintenance Program* provides a scholarship program for engine technicians to help the latter generate additional income.



- The *Tricycle Volume Reduction Program* called for a 50:50 traffic scheme and was promulgated to reduce the number of tricycles plying the city streets by half. These vehicles were only allowed to ply the streets on alternating days. A Tricycle Fund was set up to finance the alternative livelihood of drivers on the days that they are not on the road. It comes with special interest rates and repayment packages especially designed for the needs of drivers and operators.

The city does not stop there. We continue to find more efficient or cleaner technologies to further reduce greenhouse gas emissions consistent with our vision of sustainable development. Prototypes of e-jeepneys and e-tricycles were designed for the city as well as e-boats for island hopping tourists. Hybrid solar and wind turbine lamp posts were installed in an off-grid barangay.

Because of the city's policy on sustainable development, Puerto Princesa is now a booming tourist destination. Our tourist arrivals increased from a mere 12,000 in the early 1990s to almost 300,000 in 2008 with an annual growth rate of 20 percent.

As a result of these initiatives, the Association of Southeast Asian Nations (ASEAN) environmental ministers conferred the ASEAN Environmentally Sustainable City Award to Puerto Princesa in October 2008 in Hanoi, Vietnam.

The many successes of Puerto Princesa have restored its people's pride and confidence in themselves and in their government. It has proven that strong partnership between the people and the government can result in tremendous accomplishments. Some intangible benefits have been earned in the process of working together. It is believed that most of these intangible benefits have translated into the people's improved socio-economic wellbeing.

# **LGU-Dumaran's Development Projects Funded Under the CBMS-UNDP Development Grant Program**

**David Aurello\***

Good afternoon ladies and gentlemen,

Allow me to first extend my heartfelt gratitude to the PEP-CBMS Network and the United Nations Development Programme (UNDP) Philippines for making us one of your recipients under the CBMS-UNDP Development Grant Program in 2005, 2006, and 2007.

Before I proceed with my presentation on the three grant projects, let me first give you some basic information about the Municipality of Dumaran.

Our municipality is located in the northern portion of Palawan. It has a total land area of 55,328.18 hectares and is composed of 16 barangays, nine of which are situated in mainland Palawan while the rest are island barangays. Based on the National Statistics Office (NSO) Census of Population in 2007, we have a population of 18,737 people and are growing at the rate of 3.77 percent. Farming, fishing, livestock, and poultry-raising are the major sources of income of households in Dumaran.

All beneficiaries of our three grant projects were selected based on the CBMS results. The first grant project we received in 2005 was for the seaweeds farming and marketing livelihood project. Areas identified for this project were Sitio Aguinaldo and Ilang-Ilang in Barangay Cayapas, and Sitio Mangingisda in Barangay Sta. Teresita. Households with very low income were the targeted recipients.

The poverty incidence was relatively high in the project areas due to the high unemployment rate. Sitio Aguinaldo and Ilang-ilang recorded a 32.97 percent and 45 percent poverty incidence in 2005, respectively. Meanwhile, the poverty incidence in Sitio Mangingisda in Sta. Teresita reached 31.65 percent for the same period. Average household income of the three sitios in 2005 was P1,783.50.

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\* Mayor, Municipality of Dumaran, Province of Palawan

The project has the following development objectives:

- To expand the seaweeds industry in Dumaran;
- To enhance the capabilities of farmers in the efficient seaweeds farming technology; and
- To effect sustainable livelihood for seaweeds farmers.

The project was managed by the Municipal Planning and Development Office (MPDO) and by the Office of the Municipal Agriculturist. The MPDO had undertaken organizational strengthening, project management supervision, monitoring and marketing linkage. The Office of the Municipal Agriculturist provided the required seminars on seaweeds farming technology and other extension services on seaweeds production, including harvesting and handling.

The respective production areas for all members of the association were set up. Every member acquired planting materials such as seaweeds stocks, nylon rope and bionic straw via a loan. Because Dumaran was frequently visited by typhoons and had to contend with incidences of Ice-Ice infestation on seaweeds seedlings, only two cropping cycles of seaweeds were made possible.

Prior to project implementation, a Memorandum of Agreement (MOA) was executed between the Municipal Government of Dumaran and the beneficiaries of the project. The following are the important provisions of the MOA: (1) A repayment scheme of 2 percent by the association beneficiaries to the LGU of Dumaran; and (b) and the need for the MPDO and the Office of the Municipal Agriculturist to regularly monitor and provide technical assistance to the beneficiaries. A three-month grace period for loan repayment was initially implemented, after which a quarterly loan repayment scheme was adopted.

Coastal protection was likewise part of the project implementation. The LGU and the beneficiaries had jointly undertaken regular patrolling of coastal areas to avoid the destruction of production areas.

**Table 1. Project Financial Status (in PhP)**

	<b>CBMS-UNDP Grant</b>	<b>LGU Equity</b>
Technology training and seminar		4,000.00
Transportation cost of materials		18,500.00
Materials (nylon, rope, straw)	97,980.00	
Planting materials (seaweeds)	102,020.00	48,000.00
Empty sacks (100 pcs)		1,000.00
<b>TOTAL</b>	<b>200,000.00</b>	<b>71,500.00</b>

### Project Outcome/Impact

The project was initially extended to five households for Sitio Aguinaldo, and 10 households each for Sitio Ilang-Ilang in Capayas and Sitio Mangingisda in Sta. Teresita. Thanks to an efficient repayment scheme, an additional 31 households in Sitio Ilang-Ilang and 32 households in Mangingisda were provided soft loan for seaweeds production.

An important outcome of the project is the decline of poverty incidence in the said project areas. From a poverty incidence of 32.97 percent in 2005 for Sitio Aguinaldo, it decreased to 25 percent in 2008. For Sitio Ilang-Ilang, a decline of about 32 percent was experienced (i.e., from 45 percent in 2005 to 13 percent in 2008). Likewise, the income of households in Sitio Mangingisda improved, as the poverty incidence of 31.65 percent in 2005 dropped to 17 percent in 2008.

The second grant project we received under the CBMS-UNDP Development Grant Program was the construction of the Level II Water System in Barangay Bacao in Dumarán in 2006. The total number of direct beneficiaries was 175 households. Although the total number of households with access to safe water in Bacao was quite high at 77.19 percent in 2005, we decided to award the water system project to these households due to the high incidence of diarrhea in 2006. In addition to this, houses in Bacao had no septic tank, which explained why their source of drinking water was contaminated.

Development objectives of this project were:

- To provide a potable water supply to the community; and
- To improve the health and living conditions of the barangay's residents.

Project strategies/activities included the following:

- Barangay consultation on the amendment on the technical designs and plans from Level I to Level II, which aimed to provide ease in collecting water such that more time will be devoted for work;
- Formation of a Users Consultation Team (UCT) and briefing them on their respective duties;
- A barangay consultation was undertaken to discuss the project costs and provision of counterpart funding with the following breakdown:

CBMS-UNDP	-	PhP200,000.00
Municipal Counterpart	-	PhP90,000.00
Barangay Counterpart	-	PhP80,000.00
TOTAL	-	PhP370,000.00

**Table 2. Project Financial Status (in PhP)**

A. Water Supply Level II	
- Construction of deep well (4mx4m)	42,000.00
- Construction of concrete tank (4mx4m)	90,000.00
- Submersible pump	10,500.00
- Yanmar Engine with complete accessories	35,000.00
- Power House	30,000.00
B. Treatment Facilities	
- Hypochlorinator drip type	5,000.00
C. Pipelines	
- Black pipes	99,500.00
- Transmission line accessories	35,000.00
- Contingency	23,000.00
TOTAL	370,000.00

**Project Outcome/Impact**

The proportion of households with access to safe water increased from 77.19 percent to 89.15 percent as an outcome of the project in Barangay Bacao.

Moreover, because the organized water users' association was empowered, the community organization skills in the area grew stronger. This was done through the regular training on the operation and management of the water system conducted by the BAWASA. The organized group is now listed as a potential association for future livelihood project intervention due to their efficient management of the water project.

The third grant project given to us under the CBMS-UNDP Development Grant Program is Salt-Making and Marketing Project in Barangay Bohol in Dumaran in 2007. The project initially identified 40 beneficiaries but at present only 31 completed the preparation of 62 salt beds. An average of one sack of salt was produced for every salt bed on the first and second months of the cropping period (January and February 2009) at two cropping cycles a week. However, during the months of March to April, one-half sack was produced for every salt bed at two cropping cycles, or eight cycles a month, while during the month of May, there were only four cropping cycles a month. A total of 2,542 sacks of salt were produced. Each sack of salt had a capacity of 20 *ganta*. The total salt produced is sufficient for the demand of *bagoong (alamang)* manufacturers, which were abundant in the project site. This project aimed to provide a stable source of income for households. Poverty incidence in Bohol was recorded at 50.42 percent in 2005.

Let me inform you that while the release of the funds to us by UNDP was still pending, the municipal government initially funded the release and

production of salt beds during the summer months of this year. The funds of the municipal government disbursed for salt production will be reimbursed upon release of the CBMS-UNDP Grant.

The project's development objectives were:

- To provide an alternative livelihood for additional income; and
- To readily make salt readily available to consumers in the barangay and its nearby areas.

Project strategies/activities included the following:

- The Municipal Government of Dumarán, through the Office of the Mayor and the MPDO, supervised and oversaw the operation of the project. Likewise, these offices provided training and seminars on organization strengthening, monitoring and market linkages to project beneficiaries.
- A MOA on the repayment scheme was executed between the municipal government and the beneficiaries prior to the implementation of the project. The MOA also imposed a 5-percent interest for the soft loan of the repayment scheme.

**Table 3. Project Financial Status (in PhP)**

Cement (139 bags x P285)	39,615.00
Sand and gravel (50 cu. m.)	20,000.00
Clearing of site/construction of salt beds and filter box, etc.	66,165.00
Warehouse construction	
Materials	7,650.00
Labor	17,850.00
<b>TOTAL</b>	<b>151,850.00</b>

### **Project Outcome/Impact**

The project was implemented by utilizing the natural environment, but without hazardous effect. The project operation maintained the surrounding after clearing clean salt water for the quality salt produced. The association/beneficiaries were responsible for protecting and maintaining the project area's natural condition.

The project was relatively small scale but able to provide additional income to the beneficiaries. It still has room to become bigger in the future as beneficiaries' skills become more effective in increasing production and uplifting the economic condition of the sector.



# **Uses of CBMS for Program Targeting and Impact Monitoring in LGU-Mercedes**

**Irene Nenette Gonzales\***

The municipality of Mercedes is one of the growing number of municipalities in the country that are implementing the CBMS and also one of the LGU-Grantees of the CBMS-UNDP Development Grant Program.

Mercedes is a fifth-class municipality located in the southeast area of Eastern Samar. It is bounded by the municipalities of Guian and Salcedo on the south and north, respectively. Pacific Ocean abuts the east side and Leyte Gulf, the west side. The municipality has a total population of 5,848. It has 1,229 families with an average of five members per family spread out in 1,107 households. The municipality is composed of 16 barangays with a total land area of 2,360 hectares. The top three economic activities, or the most common means of earning a living, are the following:

1. Farming and fishing
2. Working as laborers and skilled workers
3. Working as service, shop, and market sales workers

Official statistics show that we are the poorest municipality in our province. We have had many social and economic problems but not all have been adequately addressed by past programs and projects because of various reasons, one of which is the unreliability of the municipal database. This database is a necessary foundation of effective local development plans and policies. It cannot be denied that previous projects and plans in this town were formulated according to the problems and issues seen only by the naked eyes of officials and a few influential personalities of the local government unit (LGU) and sometimes, based only on their whims. This was the situation until the conception of the Community-Based Monitoring System (CBMS), which

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\* Municipal Planning and Development Coordinator, Municipality of Mercedes, Province of Eastern Samar



was well-timed with the updating and improvement of the LGU's linking of the planning and budgeting systems of the Philippines.

So when CBMS was introduced to, and adopted by, our province and our municipality, we gave much attention to it. It was a pro-poor program and Mercedes is a poor municipality so the two were complementary. When the Memorandum of Agreement (MOA) was signed, the LGU immediately started the implementation, keen as it was for the data it could generate, which would be the takeoff point for our town planning. The CBMS LGU Technical Working Group worked to attain the best data collection. We even set our own LGU qualification standards for enumerators so that they could produce dependable information.

Even before the survey of 16 barangays was over, we had already started encoding for the first batch of barangays that had undergone enumeration. We were a little bit ahead of the official results because our planning office consolidated the data manually before we processed the data electronically. This process was a little harder but we wanted to identify problems that previous surveys failed to reveal.

The very first thing our LGU did was to use CBMS results to update data on our municipality's socioeconomic profile and fix local-level data gaps. The survey results revealed problems and issues such as low income, low percentage of households without access to safe water, low percentage of households with sanitary toilets, malnourishment, long travel time to a primary hospital, and long distance to wet and dry markets, among others. These issues needed to be prioritized and categorized as to which belonged in the short-, medium-, and long-term LGU development plans.

One alarming problem that came out after the CBMS survey was the sanitation problem in Busay. We had no idea that so many households in this barangay had no toilets. This barangay is the biggest producer of farm products in the municipality—root crops, vegetables, fruits, native chicken, and coconuts. It sells its produce to the locals and to the nearest big town. So we came up with a proposal to provide toilets and septic tanks to the households with no toilets. The local poverty indicators of Busay show that 48 percent of the households have no toilets.

To start with, it was a little difficult to bring this kind of poverty indicator out in the open. This is somewhat a delicate issue in a community and exposing this kind of problem may elicit different reactions from the concerned households. We made a confidential list of households with no toilets. Then I informed the barangay officials of the sanitation problem and I discussed with them the proposed toilet project and its activities, which are to be funded under the CBMS-UNDP Development Grant Program. Right then and there, the barangay officials pledged their support and cooperation.

Next, our sanitary inspector, health workers, and I tried to meet with the members of the households with no toilets to give them an overview of the proposed project. The health workers talked to them about sanitation, proper toilet usage, and the effects of fecal contamination on health and the environment. At this point, we took care not to let them feel that not having a toilet or living in a community with such a problem makes them an "outcast." We made it clear that our aim was to help them by eradicating or at least reducing the problem.

The first strategy I employed was to befriend them so that they will not hesitate to express opinions or concerns about the project. Since the amount appropriated was not enough to construct toilets for the 34 households without toilets, we conferred with the barangay officials and the concerned households. We were able to trim the number of expected beneficiaries to 25 households. We prioritized those households with more members who stand to benefit from the project, especially those households composed mostly of children, over households with only one member.

The beneficiaries and barangay officials participated in a basic training program on masonry and toilet construction conducted by the LGU. This training emphasized the proper dimensions of the leaching and digestive chambers, the ideal water depth of a septic tank, the gradient of soil pipes, and other basic technical specifications. I also encouraged them to use indigenous and recycled materials for the walls and roof of the toilets to minimize expenses. If there is any money left over, I encouraged them to spend it on another unit of septic tank and toilet flooring, including the water closet and the pipe.

The idea brought out the resourcefulness of the beneficiaries. Barangay officials and beneficiaries worked hand in hand supervised by the MPDC and the municipal engineering office. In doing so, they gained a sense of ownership over the project. All throughout the project, I gained the cooperation and trust of the barangay officials and the beneficiaries. We completed the project successfully.

After completion, the CBMS Network and its partners inspected and assessed the project twice and conducted a focused group discussion with the beneficiaries. As the project's focal person, I felt fulfilled because I played a part in reducing their sanitation problem. The beneficiaries, barangay Busay, and the constituents of the municipality of Mercedes had a positive impression of the CBMS-UNDP Toilet and Septic Tanks Project and about CBMS in general. They realized the importance of the program.

Being on the frontlines, I have seen the outputs or results of various surveys, all prescribed and described as being effective planning tools. In my experience, however, the survey strategy of CBMS was the best producer of reliable data. I have used consolidated data produced by old and various

community-assessment measures, but I found these data to be not as effective as CBMS-produced data.

The use of CBMS in program targeting and impact monitoring in the municipality of Mercedes did not stop upon completion of the CBMS-UNDP project. We utilized our database to determine the needs of the people and the place. Now we have:

1. San Roque Milkfish and Fish-Saving Project funded by NEDA – A livelihood project combining “bangus” culture and environment protection to reduce numbers of low-income families
2. Barangay Bagsakan funded by Department of Agriculture – A stall selling local produce and other daily necessities to help farmers market their produce and make the public market operational
3. Upgraded municipal health center
4. Other small projects and programs

These initiatives were designed based on the results of the data collected using CBMS.

# **The CBMS-UNDP Development Grant Program in Camarines Norte**

**Madonna Abular\***

My presentation will focus on the experience of the province of Camarines Norte, the first province in the Bicol Region that adopted the CBMS as a poverty-monitoring tool. The CBMS was first implemented in the municipality of Labo in 2003. Other municipalities then followed suit. My report will present the various initiatives and activities in the adoption of the CBMS and the key stakeholders involved in the implementation of three projects funded by the CBMS-UNDP Development Grant Program. Before we proceed to the projects, let me introduce our province.

The province of Camarines Norte is found in the northwestern coast of the Bicol peninsula, which forms the southeastern section of Luzon. It is one of the six provinces that make up the Bicol Region. It is bounded in the north by the Pacific Ocean, in the east by the Pacific Ocean and San Miguel Bay, in the west by Lamon Bay, and in the south by the adjoining provinces of Camarines Sur and Quezon. Camarines Norte's land area is 232,007 hectares, roughly 13 percent of the entire Bicol Region and 0.077 percent of the total Philippine land area. Twelve municipalities compose the province, which is divided into Bicol- and Tagalog-speaking towns. Population is 513,785 while growth rate is 1.22 percent. Of the total population, 60.35 percent is rural population while 39.65 percent is urban. In terms of human development, our rank in 2000 was 59th; in 2003, 50th; and in 2006, 54th.

Poverty incidence in 2000 was 52.7 and we ranked 11th. In 2003, poverty incidence was 46, and we again ranked 11th. In 2006, it was 38.4 and we ranked 37th. In terms of primary and high school enrolment, we

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\* Provincial Planning and Development Coordinator, Province of Camarines Norte

had 86.6 in 2000, 92.8 in 2003, and 87.4 in 2006. Unemployment in 2003 was 6.9 and underemployment was 28.4.

Camarines Norte is particularly suitable for agriculture and fishery industries. Its main crops are coconut, palay/rice, pineapple, corn, root crops, and vegetables. It also has livestock, poultry, and fishing industries. Mineral resources, such as gold, silver, iron, iron lump ore, iron in laterite, lead, zinc, copper, and ball quartz are abundant as are nonmetallic minerals, such as silica sand, marbleized limestone, kaoline/white clay, diatomites, refractory clay, diatomaceous clay, and sulphur. Trade and commerce also thrive in the province as evidenced by 4,636 business establishments.

There are four major industries in the province: jewelry-making, fishery, pineapple-growing, and tourism. Jewelry-making has evolved from being a home-based activity into an industry that has become a major source of income for many families. It has also increased export receipts and maximized the country's advantage as one of the top producers of jewelry in Asia. The coastal waters of the province are one of the region's richest ecosystems, characterized by extensive coral reefs and dense mangrove forests. Hence, next to agriculture, fishing is another major source of income for the province. The Queen variety of pineapple is highly adapted to the province's soil and climatic condition and is grown largely as a coconut intercrop. This variety is characterized by yellow flesh color, crispy texture, rich flavor, and distinct sweetness. In terms of tourism, Camarines Norte is endowed with a rich and aesthetic environment ideal for tourism development. Existing tourist attractions include land, coastal, man-made, cultural-historical, and socioeconomic destinations.

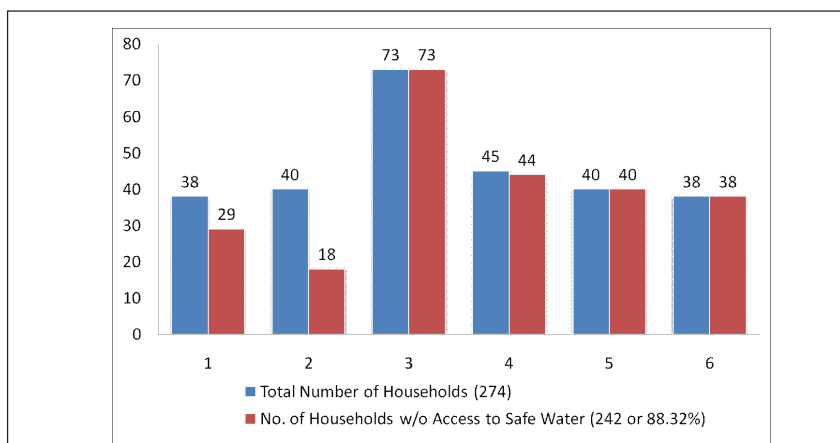
The CBMS core indicators show that the proportion of households without access to safe water is 32.8 percent and households without access to sanitary toilets is 21.6 percent. The proportion of children 6-12 years old not attending elementary is 32.2 percent; for high school, it is 45.3 percent. The proportion of children 6-16 years old not attending school is 26.7 percent. The proportion of households with income below food threshold is 43.6 percent. This shows that CBMS can generate data on income, demography, health, and education. Now going back, we see that the selection of our project sites was made much easier with the use of these data. CBMS was an effective tool in identifying these areas. The core indicators helped us identify the sites to be prioritized. Now having identified the project, the identified barangays submitted proposals to the CBMS Network. Different sectors were involved. The design and planning were undertaken by the provincial planning office and stakeholders were deeply involved with the project.

Now these are the projects. The first project was the Provision of Access to Safe Drinking Water in Bagong Silang II, Labo, with a total cost of

Php200,000. This project was implemented from July 2007 to March 2008. The second was the Provision of Access to Safe Drinking Water to Mangcamagong, Basud, worth Php200,000 and implemented from May to December 2008. The third was the Provision of Sanitation Facilities in Hinipaan, Mercedes, for Php200,000 and implemented from May to December 2008.

The first project site, Barangay Bagong Silang has a total land area of 1,329 hectares. It has six puroks with a population of 1,453 spread out in 284 households. The major economic activity in Bagong Silang is farming. Looking at the selected CBMS indicators for Bagong Silang, we saw that the proportion of households without access to safe drinking water was 88.32 percent. Figure 1 shows the status of access to safe drinking water in the barangay before the project.

**Figure 1. Status of Access to Safe Drinking Water (Before the Project), Barangay Bagong Silang II, Labo, Province of Camarines Norte, CY 2006**

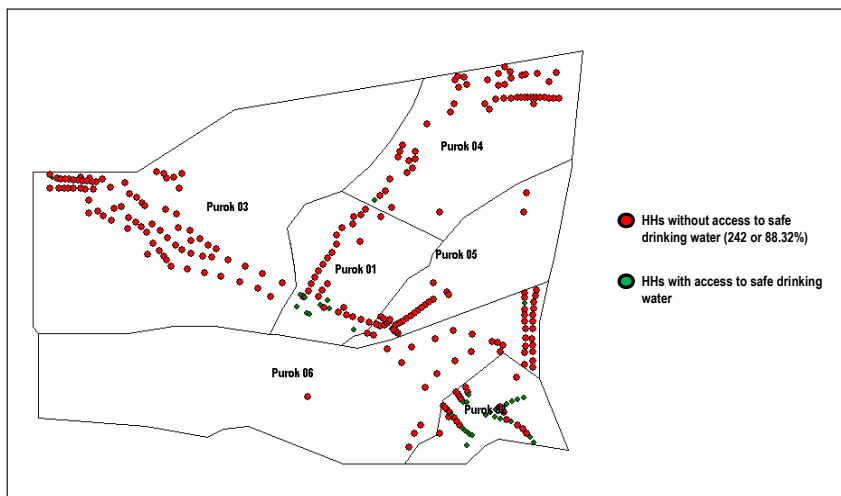


The objective of the project was to raise the proportion of households with access to safe drinking water, which, before the project just stood at 11.8 percent of the population of 1,452 spread out over 242 households. The project involved the installation/construction of ten units of jetmatic pumps with filter box, improvement of three existing open dug wells, installation of filter box, close coordination with the municipal local government unit (LGU) and barangay officials, and constant consultations starting from the identification of sites up to project implementation.

In terms of resource counterparts, the provincial government provided counterpart funds, construction supervision, skilled workers, and project

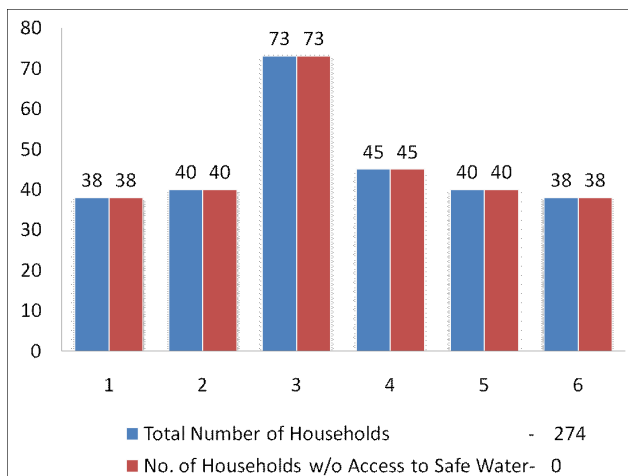
monitoring. The municipal LGU constructed the Level II water system, conducted sanitary inspection, and provided chlorine. The beneficiaries provided the labor component.

**Figure 2. Households Without Access to Safe Drinking Water (Before the Project), Barangay Bagong Silang II, Labo, Camarines Norte**



After the project, we now see that there are no more households without access to safe water.

**Figure 3. Status of Access to Safe Drinking Water (After the Project), Barangay Bagong Silang II, Labo, Camarines Norte, 2009.**

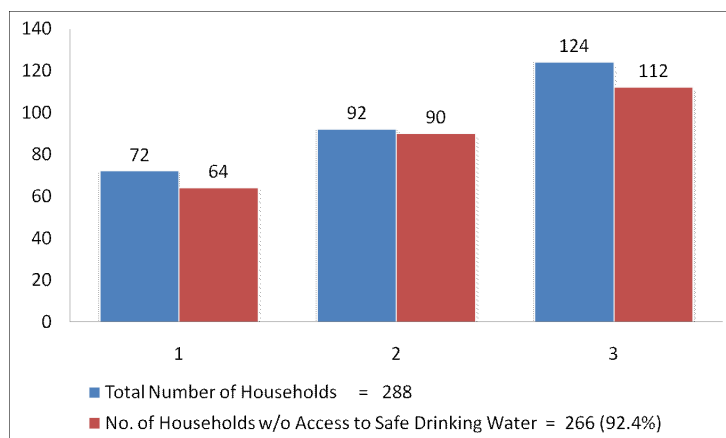


The second project site, Barangay Mangcamagong in Basud, has a total land area of 283 hectares. The major source of livelihood is farming and fishing. The total population is 1,506 and the total number of households is 295. In the selected CBMS indicators, the proportion of households without access to safe water is 92.4%. The figure below shows the proportion without access by purok.

Again, we see that there are more households without access to safe water than those with access.

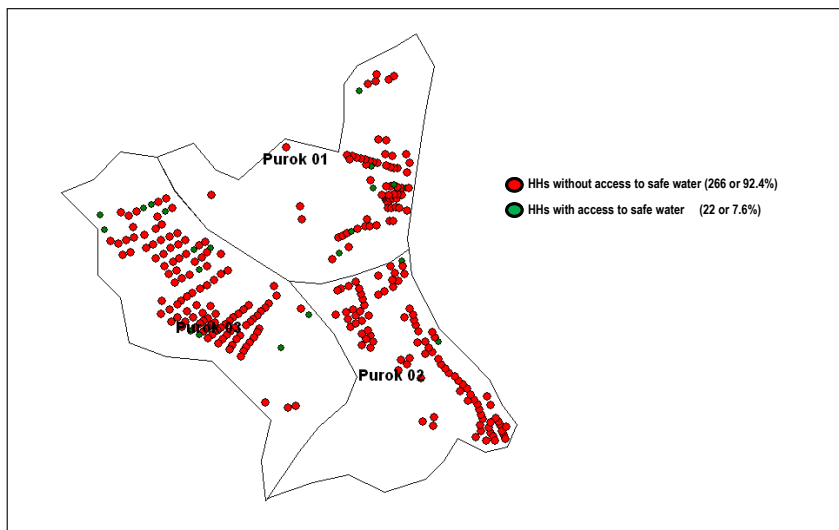
This project's objective was to provide access to safe drinking water to 266 households that are dependent on a once-weekly water ration provided by the Camarines Norte Water District (CNWD). For this project, four units of hand pumps with filter boxes were constructed and installed. Also, two units of dug wells were improved and filter boxes were provided. After the project, all the households now have access to safe water.

**Figure 4. Status of Access to Safe Water, Barangay Mangcamagong, Basud, Province of Camarines Norte, CY 2006**





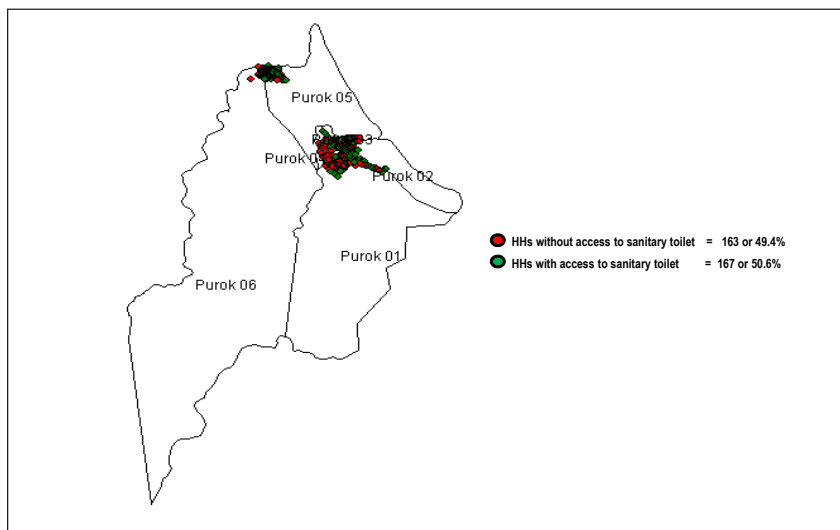
**Figure 5. Households Without Access to Safe Water (Before the Project), Barangay Mangcamagong, Basud, Camarines Norte**



The third project was the Provision of Sanitary Toilets in Brgy. Hinipaan, Mercedes, Camarines Norte. Barangay Hinipaan has a total land area of 742 hectares and its main source of income is farming and fishing. The total population is 1,739 spread out over 330 households. In the selected CBMS indicators for the barangay, we saw that the proportion of households without access to sanitary toilets was high at 49.4 percent. The proportion of households without access to safe water was higher at 98.48 percent. However, at the time of the survey, we found out that a Level II Water System had already been constructed, which is why we decided to prioritize the improvement of access to sanitary toilets.

The figure below shows the location of households without access to sanitary toilets.

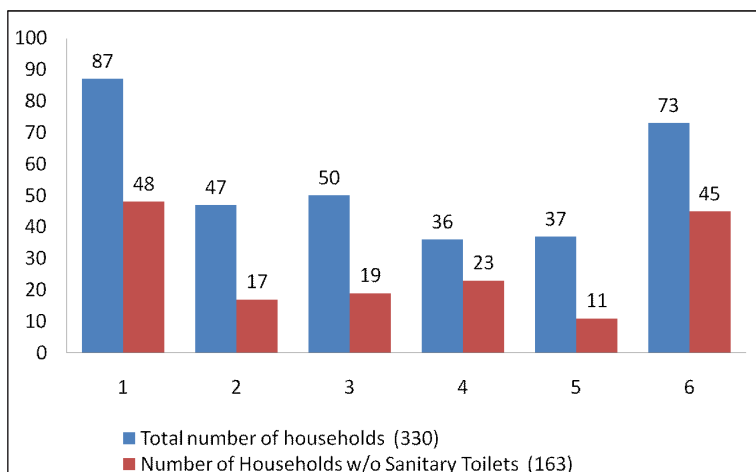
**Figure 6. Households Without Access to Sanitary Toilet (Before the Project), Barangay Hinipaan, Mercedes, Camarines Norte**



The project's objective was to improve sanitation conditions in households without sanitary toilets. The project consisted of the provision of 48 sanitary toilets. It was implemented in close coordination with the municipal LGU and barangay officials. Also, constant consultations were made starting from identification of sites to project implementation. In terms of resource counterparts, the provincial government provided counterpart funds, construction supervision, skilled workers, and project monitoring. The municipal LGU constructed the Level II water system and provided sanitary inspection and chlorine. The beneficiaries provided the labor component.

The figure below shows the status after the implementation of the project. There are still households without access to sanitary toilets but the number is smaller now.

**Figure 7. Status of Sanitary Toilets (After the Project), Barangay Hinipaan, Mercedes, Camarines Norte, CY 2009**



The success of the projects was made possible by the following facilitating factors:

- Availability of detailed data on poverty indicators through CBMS Core Indicators Survey Results
- Issuance of an executive order creating the CBMS-UNDP-DGP project management team
- Resource leveraging
  - o CBMS-DGP: Financing
  - o Provincial LGU: Counterpart funds, project supervision, skilled labor, monitoring
  - o Municipal LGU: Validation of sites and beneficiaries, counterpart funds, sanitary inspection, and monitoring
  - o Beneficiaries: Labor
- Sustained project monitoring
- Close coordination and partnership with project partners
  - o Identification of sites
  - o Identification of beneficiaries (using CBMS data)
  - o Mobilization of beneficiaries

We saw the benefits immediately after the project. There was a reduction in water-borne illnesses. It is also expected that there will be a reduction in the malnutrition rate in covered barangays. The project proved that CBMS data is an important input in evidence-based development planning in LGUs as well as in the identification of projects and beneficiaries.

# **Uses of CBMS for Program Targeting and Impact Monitoring in Tabaco City**

**Ma. Antonia B. Burabod\***

Our presentation is about how we addressed Target 11 of the Millennium Development Goals (MDGs) which involves reducing by half the proportion of people without access to safe water by 2015. The CBMS survey results at the city level indicate that 16.5 percent of households in Tabaco City have no access to safe water. However, there are a number of barangays such as the island of San Miguel and the upland barangays where majority of the residents have no access to safe water.

So what did the LGU do to address the situation in these barangays? In all our waterless barangays, pipelines were installed and water reservoirs were tapped. Before the project, our CBMS maps for these barangays showed that there were a lot of red dots. So what happened after the implementation of the project? After the project, more households were given access to safe water and the red dots in the maps became green after the installation of the water pipes.

Where did our funds for this water system project come from? The local government was able to source some funding from the Poder y Prosperidad de la Comunidad (empowerment and development of communities) and the Spanish government through the auspices of the Agencia Espanola de Cooperacion Internacional el Desarrollo (AECID). The Poder Project under the AECID aims to empower and develop local communities. The tapping and use of said grant shows that mayors should be active in seeking external assistance for their communities.

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\* CBMS-Focal Person, City of Tabaco, Province of Albay

The CBMS data were used in targeting households for this project. The CBMS process thereupon proves to be needs-based and resource-based. Needs-based because it shows what the needs of the communities are and resource-based because it develops a sense of ownership among the community members and thereby makes all the stakeholders involved in the process.

Today, we have a number of ongoing projects in which CBMS data are being used. Because we realize how useful the CBMS is, our local government helped in promoting its use. It even gave each barangay PhP100,000 provided that they will use this for their CBMS implementation.

*Keynote Address*

# **The CBMS Program: A Lasting Legacy in the Fight Against Poverty**

**Domingo F. Panganiban\***

Ladies and Gentlemen:

I would like to extend my gratitude to the organizers of this gathering for allowing me the opportunity to address you today. It is a great pleasure for me, both personally and officially, to participate in these proceedings.

I believe this conference can perform an important function in establishing an inventory of human needs in this country today while at the same time providing local and national executives a means to measure and examine those needs.

As many of you here know by now, the Community-Based Monitoring System (CBMS) is one of the most important advocacies being supported by the National Anti-Poverty Commission.

These are critical times for our nation, and the relevance of the CBMS program is undeniable against the backdrop of the challenges and prospects that we face.

Years from now, historians will settle on a term to describe this decade in which we are now living. It is my hope – and the hope of many others like me – that the term that will be used is “the decade of opportunity.”

The best of what this administration has tried to do for the Filipino people is encompassed and reflected in that word.

Over the past eight years:

- We have struck down many of the barriers that once denied willing workers the opportunity to find jobs – expanding investments, improving infrastructure, and encouraging the growth of Filipino industry.

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\* Secretary and Lead Convenor, National Anti-Poverty Commission (NAPC)

- We have likewise worked hard to bring the deficit down, to hold the line on inflation, to put more police on our streets, and to give our citizens the tools they need to get ahead and build their own communities.

Because of these actions, and many more similar ones, record numbers of Filipinos are today succeeding in the new global economy.

Unemployment has been down by around 2 percent. Since the beginning of the decade, our businesses are thriving, and the Filipino countryside is undergoing a period of bright renewal.

But still for many Filipinos, the gates of opportunity remain closed:

- Still too many among us – more than 12 million as of the last official count – are forced to live under conditions of extreme poverty, with little to eat and much less to hope for in the future.
- Still too many of our children die of curable diseases – or otherwise grow into the responsibilities of adulthood without the benefits of basic education.
- Still too many young Filipino mothers – around 11 each day – die because of pregnancy-related health complications.

All these point to the presence of serious deficiencies both in our national and local development systems – deficiencies that demand accurate and detailed information, careful study, and clear-headed analysis to correct.

No responsibility of government is more fundamental than the responsibility of maintaining the health, well-being and welfare of its people.

That is why, in a free society, there can be no dissent from the principle that all public officials must act in accordance to the public interest.

Nevertheless, in the past eight years, events have occurred in this nation to remind us that many of the tools currently available to national executives are no longer adequate to deal with the changed role of the national government – or with the changing conditions of Filipino governance and society.

Thirty years ago, the pursuit of the public good was simply a matter of establishing policy, and then pursuing that policy to its desired end.

Today, many of the problems government must confront have become so complex as to defy easy common sense solutions.

The objectives have not changed: that much is certain. It still is the blight of poverty that engages our hearts and challenges our intelligence.

Now, however, the same struggle cannot be treated without the most searching examination of how best to marshal, organize and muster the limited resources and information at our disposal.

New times call for new ideas and fresh approaches. And of the new technologies available to government today, CBMS is among the most promising.

It is promising because it is in keeping with the principles of decentralization – allowing local governments the means to gather information vital to the improvement of social conditions in their communities at any given time.

And it is promising because it provides us a great opportunity to do better – to accomplish more, and give new strength to our common cause while ensuring the efficient use of our precious resources.

It is therefore to the collective credit of the CBMS Network Coordinating Team, the UNDP and all other proponents of the system that we have made remarkable progress under the CBMS program over the past few years.

The system has inspired fruitful new collaboration between national agencies and local government units throughout the country.

It has helped local executives approach the challenge of human-centered development with confidence and careful planning.

And it has encouraged the translation of plan to practice that builds the kind of progress we all seek.

Not every initiative we have begun together under the program will be completed before the end of this administration. Some additional work will remain, especially in the area of advocacy.

Nevertheless, I am confident that our work to date will leave a firm foundation on which future administrations can build.

This, I believe, will be one of the most meaningful – and lasting – legacies that this administration will leave behind for its successors in the fight against poverty.

And today, we can all be proud to have been part of its making.

Thank you.





# **Status Report on National MDG Achievements and Initiatives in the Philippines**

**Erlinda M. Capones\***

This presentation describes the progress that the Philippines has made in meeting the targets under each of the eight (8) Millennium Development Goals (MDGs) [of the United Nations] over the period 2000–2009. This is taken from the Philippine Midterm Progress Report, the result of the 2006 Family Income and Expenditure Survey (FIES), the 2008 National Demographic and Health Survey, the 2007 Annual Poverty Indicator Survey, the latest data from the Basic Education Information System (BEIS) of the Department of Education, updates on the Business Sector Participation in the MDGs, and the report of the Alternative Budget Initiative of Social Watch Philippines.

My presentation consists of five parts, as follows:

1. What are the MDGs?
2. How is the Philippines faring vis-à-vis the MDG targets?
3. How much is needed to achieve the MDGs?
4. What have been done to achieve the MDGs?
5. What still needs to be done to achieve the MDGs?

In September 2000, the Philippines as a member of the United Nations affirmed its commitments to reduce poverty and the worst forms of human deprivation. Along with other United Nations (UN) member states, the Philippines adopted the UN Millennium Declaration, which embodies specific targets and milestones in eliminating extreme poverty worldwide. Eight (8) goals and 18 targets were set for 2015. The eight goals are:

- Goal 1: Eradicate extreme poverty and hunger
- Goal 2: Achieve universal primary education
- Goal 3: Promote gender equality and empower women

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\* Director, Social Development Staff, National Economic and Development Authority (NEDA)

- Goal 4: Reduce child mortality
- Goal 5: Improve maternal health
- Goal 6: Combat HIV/AIDS, malaria, and other diseases
- Goal 7: Ensure environmental sustainability
- Goal 8: Develop a global partnership for development

Below are the 15 targets relevant to the Philippines:

**Goal 1: Eradicate extreme poverty and hunger**

*Target 1:* Halve the proportion of people living in extreme poverty between 1990–2015

*Target 2:* Halve the proportion of population below minimum level of dietary energy consumption and halve the proportion of underweight children under five years old

**Goal 2: Achieve universal primary education**

*Target 3:* Achieve universal access to primary education by 2015

**Goal 3: Promote gender equality and empower women**

*Target 4:* Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education not later than 2015

**Goal 4: Reduce child mortality**

*Target 5:* Reduce under-five mortality rate by two-thirds by 2015

**Goal 5: Improve maternal health**

*Target 6:* Reduce by three-quarters the maternal mortality ratio

*Target 7:* Increase access to reproductive health services to 60 percent by 2010, and to 80 percent by 2015

**Goal 6: Combat HIV/AIDS, malaria, and other diseases**

*Target 8:* Halt and begin to reverse the spread of HIV/AIDS by 2015

*Target 9:* Halt and begin to reverse the incidence of malaria and other major diseases by 2015

**Goal 7: Ensure environmental sustainability**

*Target 10:* Implement national strategies for sustainable development by 2005 to reverse loss of environmental resources by 2015

*Target 11:* Reduce by half the proportion of people without access to safe drinking water and basic sanitation

*Target 12:* Achieve a significant improvement in the lives of at least 100 million informal settlers by 2020

### **Goal 8: Develop a global partnership for development**

*Target 13:* Develop further an open, rule-based, predictable, non-discriminatory trading and financial system—including a commitment to good governance, development, and poverty reduction—both nationally and internationally

*Target 14:* Deal comprehensively with the debt problems of developing countries through national and international measures in order to make debt sustainable in the long term

*Target 15:* Provide access to affordable essential drugs in cooperation with pharmaceutical companies

### **How Does the Philippines Fare with the MDG Targets?**

Using the United Nations-Statistical Institute for Asia and the Pacific (UN-SIAP) methodology for determining the probability of attaining the MDGs, the target of halving extreme poverty from 24.3 percent in 1991 to 12.15 percent in 2015 is likely to be achieved.

Figure 1 shows the proportion of population below subsistence threshold decline from 24.3 percent (1991) to 14.6 percent (2006). However, it increased from 2003 (13.5%) to 2006 (14.6%). Moreover, with the recent typhoons and the global economic crisis, we expect a worsening poverty situation. This may therefore affect the country's ability to meet the MDG target for 2015.

The recent typhoons present a special challenge because of the potential negative impact on our efforts to meet the MDGs. Based on the National Economic and Development Authority (NEDA) estimates (using Input-Output Model), the dampening effect of typhoons Ondoy and Pepeng is an estimated reduction in GDP growth by -1.24 and -0.58 percentage points, respectively. Total damage to infrastructure and agriculture is estimated at PhP10.9 billion due to Ondoy and PhP27.3 billion due to Pepeng (as of November 17, 2009).

Figure 2 shows that in 2006, only five regions are below the national subsistence threshold of 14.6 percent. Regions in the Visayas and Mindanao are still way above the national figure.

In Figure 3, using the UN-SIAP methodology, the overall poverty incidence rate also indicates medium probability of achieving Goal 1. Note that the poverty incidence increased from 30.4 percent in 2003 to 32.9 percent in 2006.

The next figure shows that wide disparities among regions exist. The majority of regions had poverty incidence above the national figure, with

Figure 1. Proportion of Population Below Subsistence Threshold

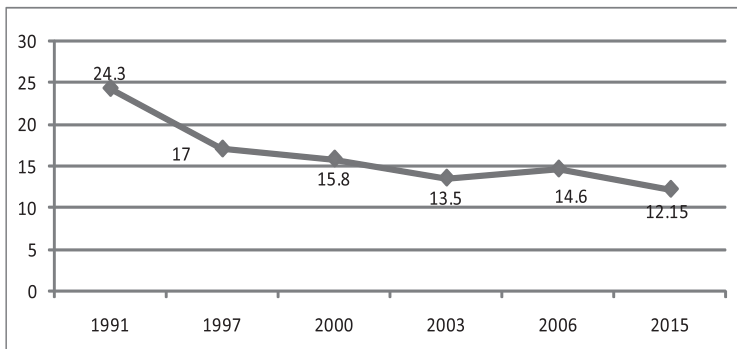


Figure 2. Proportion of Population Below Subsistence Threshold, 2006

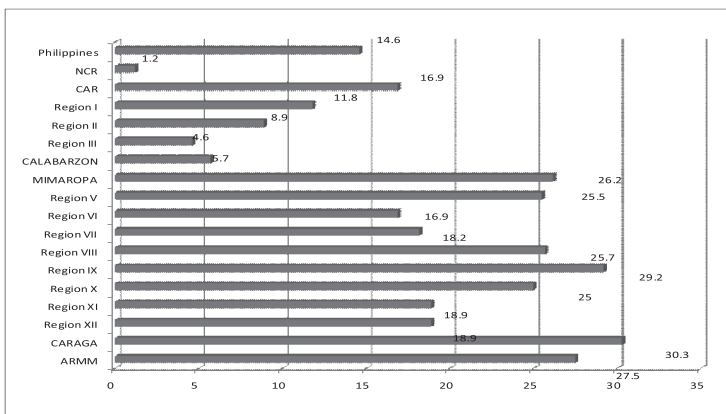


Figure 3. Proportion of Population Below Poverty Threshold (%)

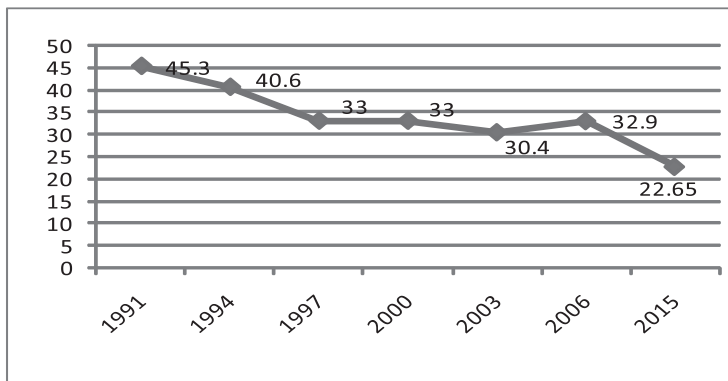
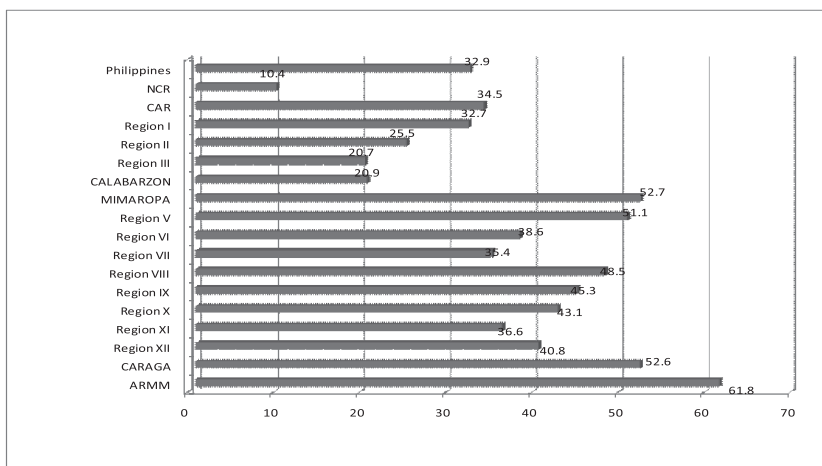


Figure 4. Proportion of Population Below Poverty Threshold, 2006



the highest levels noted for ARMM (61.8%), MIMAROPA (52.7%), and CARAGA (52.6%). These figures are twice those registered by the well-off regions in Luzon, namely, NCR (10.4%), Region 3 (20.7%), CALABARZON (20.9%), and Region 2 (25.5%).

In Figure 5, prevalence of underweight among preschool children slightly improved from 34.5 percent in 1990 to 26.2 percent in 2008. However, it increased from 24.6 percent in 2005 to 26.2 percent in 2008. At this rate, there is a medium probability that the 2015 target of 17.3 percent will be achieved.

Figure 6 shows that elementary participation rates deteriorated from 2000 to 2008 and the MDG target of universal access to primary education will likely not be achieved by 2015.

Figure 7 shows the national and regional elementary participation rates in school year 2008–2009. Note that Region VI (74.93%), Region II (76.23%), and CARAGA (76.39%) had the lowest elementary participation rates.

Figure 8 shows the elementary cohort survival rates from school year 1990 to 2008–2009. Note that for school year 2008–2009, only 75.39 percent of pupils who entered Grade 1 reached Grade 6.

Figure 9 shows the national and regional elementary cohort survival rates in school year 2008–2009. Note that ARMM had the lowest cohort survival rate (41%), and NCR the highest (88%).

Figure 10 shows the elementary completion rate from school year 1990 to school year 2008–2009. The trend is going up, but still, 27 percent of pupils do not finish elementary school.

Figure 5. Prevalence of Underweight among Children 0–5 Years Old (%)

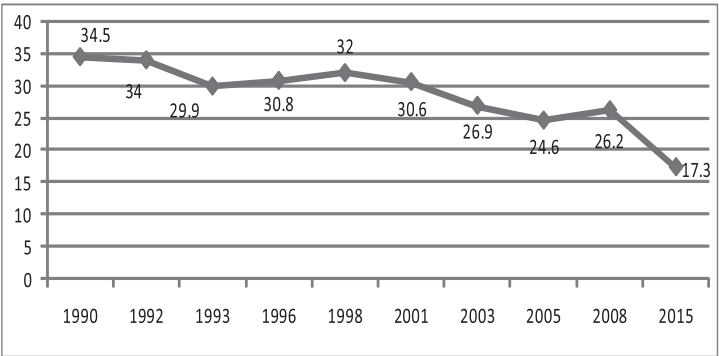


Figure 6. Elementary Participation Rate (%)

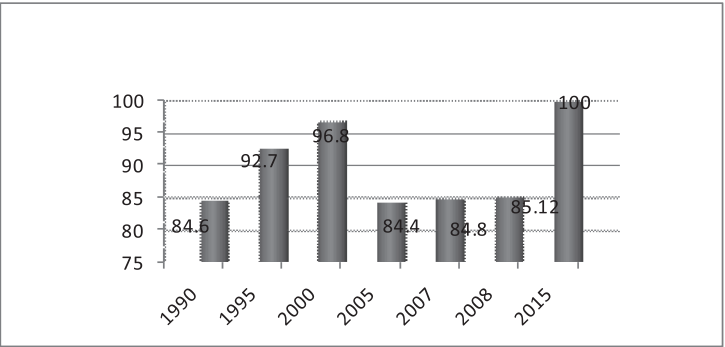


Figure 7. Elementary Participation Rates, SY 2008–2009 (%)

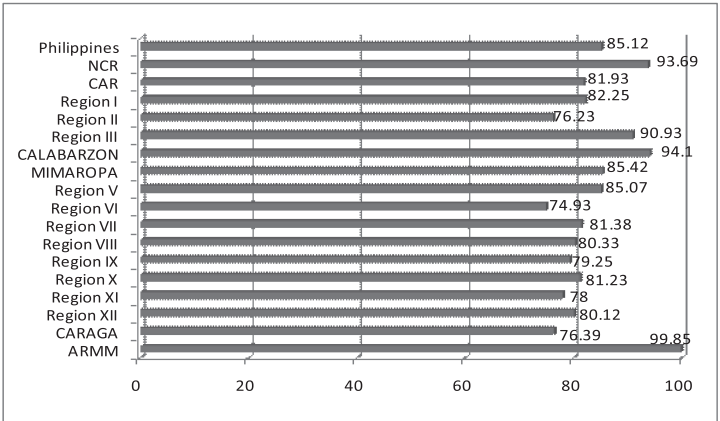


Figure 8. Cohort Survival Rate (%)

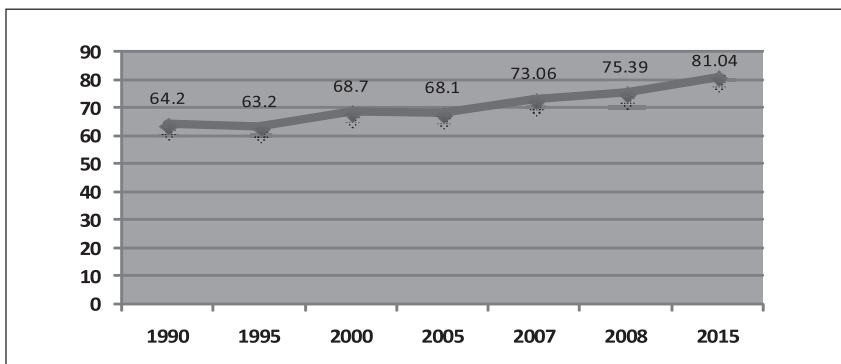


Figure 9. Cohort Survival Rate, SY 2008–2009 (%)

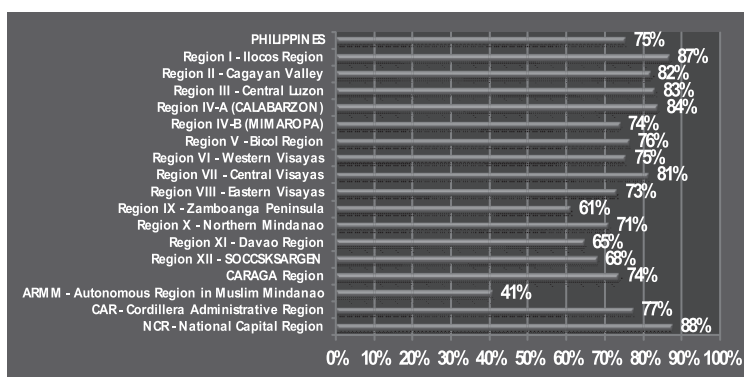


Figure 10. Completion Rate (%)

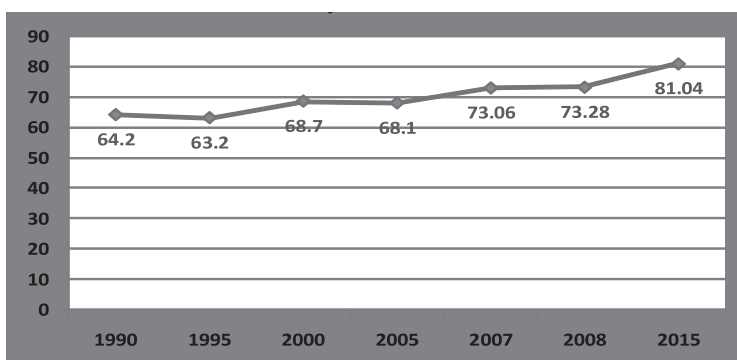




Figure 11 shows the national and regional elementary completion rates in school year 2008–2009. Again, ARMM shows the lowest elementary completion rate (38%) followed by Zamboanga Peninsula (59%).

Note that cohort survival rates and completion rates are not included in the global MDG targets, but the Philippines has included them as these are our problem areas.

Figure 11. Completion Rate, SY 2008–2009 (%)

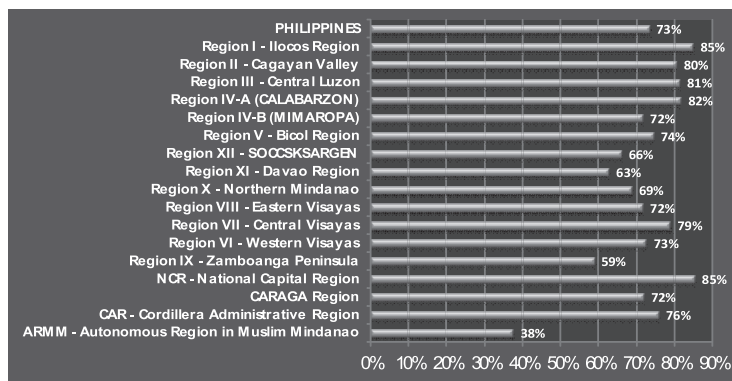


Figure 12 shows that gender gap appears to be in favor of girls as far as participation in basic education is concerned. The government and other education stakeholders should look more seriously at the factors contributing to the comparatively low completion and retention among boys in the school system. Based on a recent study commissioned by UNICEF, boys dropped out of schools because they had to work, they lacked money for school requirements, and had lower level of motivation (more boys admitted feeling lazy going to school).

Figure 12. Elementary and Secondary Participation Rates, by Sex (%)

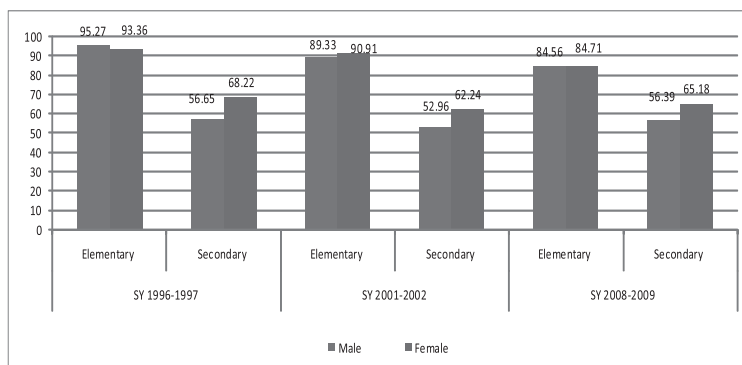


Figure 13. Under-Five Mortality and Infant Mortality Rates (per 1,000 live births) (%)

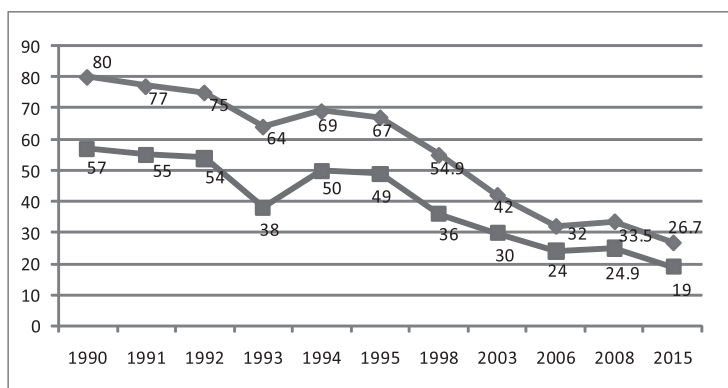


Figure 13 shows that clear gains have been made in reducing infant mortality rate and under-five mortality rate. Under-five mortality rate shows a decline from 80 to 33.5 deaths per 1,000 live births between 1990 and 2008 indicating a high probability of meeting the 2015 MDG target of 26.7 deaths per 1,000 live births.

The number of maternal deaths per 100,000 live births has slowed down from 209 in 1993 to 162 in 2006. At this rate, however, the country is unlikely to meet its maternal mortality target of 52.3 by 2015.

Main causes of maternal deaths in the country include post partum hemorrhage, eclampsia, and severe infection. The country is exerting efforts to reduce this through programs such as Basic Emergency Obstetric and Newborn Care (BeMONC) and Pantawid Pamilyang Pilipino Program (4Ps), among others.

Access to reproductive health services, particularly through the contraceptive prevalence rate, improved at a modest rate for currently married women aged 15–49 from 40 percent in 1993 to 50.7 percent in 2008. At this rate, the 2015 target of 80 percent access is difficult to achieve.

Note that Reproductive Health (RH) has 10 elements. These are: (1) family planning; (2) maternal and child health; (3) prevention and treatment of reproductive tract infections; (4) prevention of abortion and management of its complications; (5) prevention and appropriate treatment of infertility and sexual disorders; (6) prevention of breast cancers, cancers of the reproductive system, and other adverse gynecological conditions; (7) counseling and education on sexuality and sexual health; (8) adolescent reproductive health; (9) male reproductive health; and (10) prevention and management of violence against women.

Figure 14. Maternal Mortality Ratio

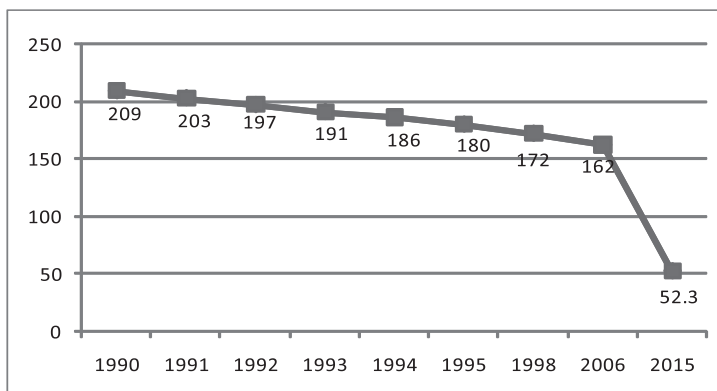
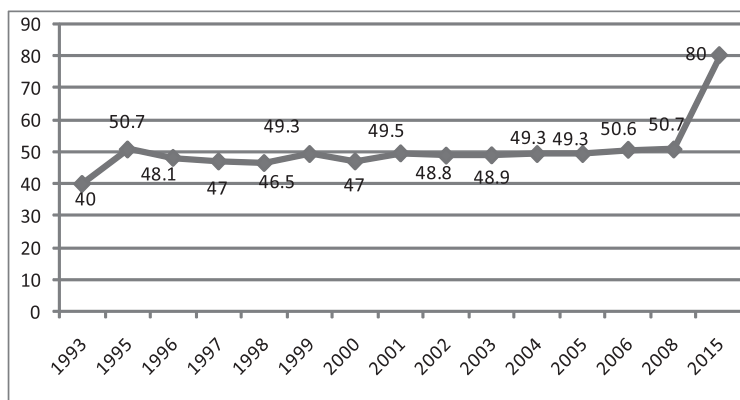


Figure 15. Contraceptive Prevalence Rate, 2008 (%)



The prevalence of HIV and AIDS has been kept below the national target of 1 percent of the population. However, figures on HIV and AIDS cases suggest that the infection has spread. Based on the AIDS Registry of the Department of Health (DOH), the total number of reported HIV Ab sero positive and AIDS cases from January 1984 to April 2009 reached 3,826. Cases on HIV Ab sero positive increased from 47 in April 2008 to 66 in April 2009. This is a 40 percent increase, the highest ever reported in a month.

The country has already achieved and surpassed its target on access to sanitary toilet facility as early as 2004. The target on access to safe drinking water is likely to be achieved by 2015.

Figure 16. Number of HIV and AIDS Cases

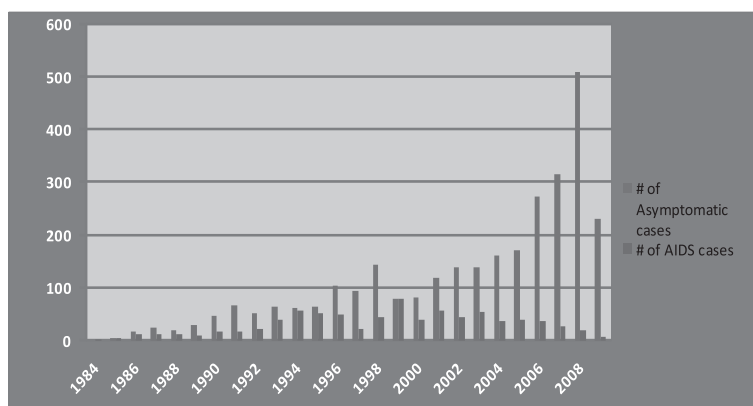
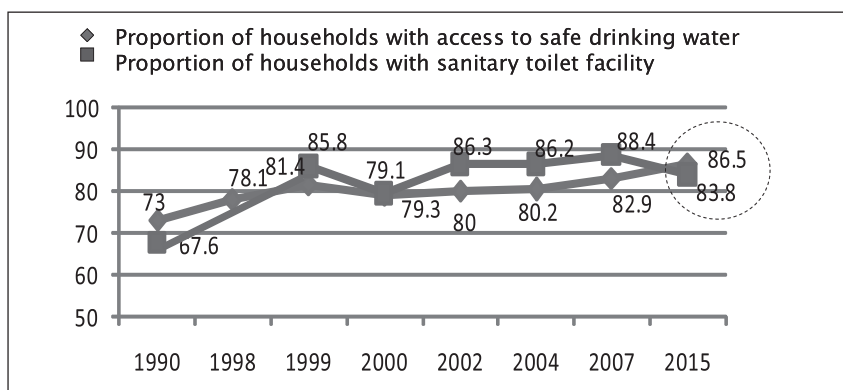


Figure 17. Access to Safe Drinking Water and Sanitary Toilet Facility



To summarize, the Philippines is likely to meet the targets on poverty, gender equality in education, child mortality, HIV and AIDS, malaria, and access to safe drinking water and sanitary toilet facilities. However, it needs to double or triple its efforts to meet the targets on nutrition, dietary energy requirement, elementary participation rate, elementary cohort survival rate, elementary completion rate, maternal mortality ratio, and access to reproductive health services.

It is noteworthy that all the country's 17 regions have already formulated their First Sub-National MDG Progress Reports. The reports were prepared through a participatory process involving our Regional Development Councils and Regional Social Development Committees.

Based on the findings of the 17 sub-national reports, targets on poverty, nutrition, child mortality rates, and access to safe drinking water and sanitary toilet facility are on-track in most regions.

Consistently off-track are targets on elementary participation and cohort survival rates, ratio of girls to 100 boys in elementary and secondary levels, maternal mortality ratio, and women and men practicing family planning (contraceptive prevalence rate).

Due to unavailability or incompleteness of data in a number of regions, it was hard to assess the performance for HIV/AIDS, malaria, and other diseases.

It should be noted that Regions IX and IV-B have the most number of low probability of meeting the MDG targets and should therefore be given priority attention.

### **How Much is Needed to Achieve the MDGs?**

In 2006, a study was conducted to estimate the financing requirements of MDGs. For 2010, a high PhP112.2 billion, or 1.16 percent of the country's GDP, is needed to fill in the resource gap for MDGs. Around PhP480.8 billion (or 0.67% of GDP) is needed to meet the targets for the period 2010–2015. These estimates were done for poverty, basic education and health, HIV/AIDS, malaria and other diseases, and water and sanitation.

The high figures highlight the fact that the Philippines cannot be complacent and act as if it is business as usual. It is unlikely that the MDGs will be achieved unless additional resources are allocated and spent for MDG-related programs and projects.

Table 1 and 2 show the estimation of MDG resource gaps and the detailed resource gaps for basic education, health, water and sanitation, and poverty reduction.

Based on the findings of the **Policy Study on the National and Local Government Expenditures for MDGs** by Dr. Rosario Manasan, for the period 1996–2006, the cut in real per capita national government spending was deepest in basic water and sanitation (29% yearly on average between 1997 and 2005), followed by basic health and nutrition (11%) and pro-poor infrastructure (10%). On the other hand, the contraction in real per capita spending on land redistribution (2%) and targeted income/employment enhancement measures was modest. It is also notable that real per capita spending on social welfare and development services actually went up by 1 percent yearly on average in 1997–2005, unlike on the other basic social service sectors.

Table 1. Estimation of Millennium Development Goal Resource Gaps

	High cost assumption	Low cost assumption
Total Resource Gap, 2010	PhP 112.2B(1.16% of GDP)	PhP 91.4B(0.95% of GDP)
Cumulative resource gap of all MDGs combined, 2010-2015	PhP 480.8B(0.67% of GDP)	PhP 346B(0.5% of GDP)

Source: Financing the Millennium Development Goals: The Philippines (Manasan,2007)

Table 2. Summary of Resource Gaps in Current Prices, 2010-2015

Year	Resource gaps - MTPDP GDP growth rate					
	Educ	Health	Watsan	Poverty reduction	Total	Percent to GDP
2010	53,326	9,110	305	49,502	112,243	1.16
2011	52,547	9,350	255	39,510	101,663	0.94
2012	50,080	9,680	199	34,552	94,511	0.78
2013	38,658	9,979	129	28,395	77,161	0.56
2014	28,255	10,237	44	20,858	59,394	0.39
2015	13,574	10,455	(58)	11,833	35,804	0.21
2010-2015	236,440	58,811	874	184,650	480,776	0.67

### What has the Philippines Done to Achieve the MDGs?

Advocacy for MDGs has been very strong in the Philippines. At the national level, this has led to the adoption of MDGs as a framework in the formulation of the Medium-Term Philippine Development Plan, 2004–2010 and its accompanying Medium-Term Public Investment Program, 2005–2010. The Plan carries national targets for 2010 vis-à-vis MDG targets for 2015.

MDGs are prioritized in the budget. For instance, the National Budget Memorandum No. 101, or Policy Guidelines and Procedures in the Preparation of the FY 2009 Budget Proposals, states that “the budget shall prioritize key strategic programs and activities supportive of the 10-Point Legacy Agenda/SONA commitments and the MDGs to strengthen the foundation towards achieving sustainable prosperity and accelerate growth.”

On efforts to improve the current methodology on tracking MDG progress, a study was commissioned to review and come up with an inventory of possible tracking models. The result of the study was validated in the Consultation Forum on the Study on the Methodology for Tracking MDG Progress. It was further discussed with the National Statistical

Coordination Board (NCSB) and in the Multi-sectoral Committee on International Human Development Commitments. This led to the adoption of the original UN-SIAP MDG tracking methodology in the preparation of succeeding Philippine MDG Reports.

NEDA also initiated the formulation of monitoring tools and guidelines to institutionalize reporting of national government's budget and expenditures for the MDGs. The draft monitoring tools and guidelines have been discussed in a workshop attended by the planning and budget officers of national government agencies and is being pilot-tested in selected government agencies.

Sectoral reforms are being implemented by various government agencies. The Department of Education (DepEd) has formulated the Basic Education Sector Reform Agenda (BESRA), the government's response in translating the School First Initiative (SFI) into policy actions. It serves as the framework for a coordinated sector-wide approach to the participation of major stakeholders in the SFI. The Department of Health (DOH) adopted the FOURmula One for Health or F1 as the implementation framework for health sector reforms to achieve (1) better health outcomes, (2) more responsive health system, and (3) more equitable health financing. F1 has four thrusts: (1) more, better and sustained FINANCING; (2) REGULATION to ensure quality and affordability; (3) ensured access and availability of SERVICE DELIVERY; and (4) improved performance in GOVERNANCE. Meanwhile, the Social Welfare and Development Reform Project (SWDRP) aims to advance the social protection reform agenda of the government by strengthening the effectiveness of the Department of Social Welfare and Development (DSWD) as a social protection agency to: (a) efficiently implement the Pantawid Pamilyang Pilipino Program (4Ps); and (b) expand the National Household Targeting System (NHTS).

The government has also pursued an integrated and comprehensive national anti-poverty strategy called the *Kapit-Bisig Laban sa Kahirapan* (Linking Arms Against Poverty), which focuses on asset reform, human-development services, employment and livelihood, social protection, and participatory governance.

By the end of 2006, the government developed and launched an Accelerated Hunger Mitigation Program (AHMP) to address hunger from both the supply (e.g., increasing the supply and availability of food) and demand sides (e.g., putting money in poor people's pockets through livelihood).

- **No collection policy in all public elementary and high school.**  
To remove obstacles to the enrolment of school-age children, the DepEd is strictly enforcing the prohibition of collection of any fees

in public schools during enrolment period. This is in line with the DepEd's constitutional mandate to provide free public education at the elementary and secondary levels.

- **Project ReACh.** The Project ReACh (Reaching All Children) targets elementary and high school enrollees to ensure that all school-age children are in school. Under the project, DepEd is banking on the active involvement of local government units (LGUs) and barangay officials to find school-age children, reach out to them, and keep them in school. Project ReACh enjoins all community stakeholders to extend assistance even beyond the workplace and their working hours if necessary to minimize, if not eradicate, potential school dropouts. Targeted unschooled students will be offered flexible alternative learning modules to catch up on their education.
- **Alternative Delivery Modes (ADMs).** To reduce school dropouts and respond to different needs of students, DepEd is implementing the ADMs, which are alternative schemes of schooling but are also considered formal and structured. Some ADMs currently implemented by the DepEd are: (a) Modified In-School and Out-School (MISOSA) for elementary; (b) Open High School Program (OHSP); and (c) Instructional Management by Parents, Community and Teachers (IMPACT).

Despite previous efforts and improvement in general health status indicators, the maternal mortality rates (MMR) have decelerated in the past to a point where the MDG of reducing MMR is unlikely to be achieved.

The DOH has issued Administrative Order No. 2008-0029 for the local implementation of an integrated Maternal, Neonatal and Child Health and Nutrition (MNCHN) Strategy. It outlines specific policies and actions for local health systems to systematically address health risks that lead to maternal and neonatal deaths.

The MNCHN Strategy seeks to achieve the following intermediate results:

1. Every pregnancy is wanted, planned, and supported;
2. Every pregnancy is adequately managed throughout its course;
3. Every delivery is facility-based and managed by skilled birth attendants; and
4. Every mother-and-newborn pair secures proper postpartum and postnatal care with smooth transitions to women's health care package for the mother and to child survival package for the newborn.



These results shall be achieved by:

1. **Health Service Delivery:** Addressing the direct causes of mortality during childbirth by managing deliveries in either a basic emergency obstetric and newborn care (BEmONC) or a comprehensive emergency obstetric and newborn care (CEmONC) facility.
2. **Health Regulation:** Enforcement of regulatory measures and guidelines related to the establishment and operations of health facilities, as well as the capacity building of an adequate health staff.
3. **Health Financing:** Application of combined financing strategies using instruments available through DOH and LGU budgets, PhilHealth payments, and other funding sources.
4. **Governance for Health:** Establishment of governance mechanism that secures the political commitment of local stakeholders and exact accountability for results.

The implementation of the country's population program is guided by the following four pillars: (1) Responsible Parenthood, (2) Respect for Life, (3) Birth Spacing, and (4) Informed Choice. Health services, including reproductive health services, have been devolved to the LGUs, which have the responsibility of providing couples and individuals with information and services to enable them to exercise Responsible Parenthood.

Over the years, the government has responded to reproductive health programs through a variety of policies, programs, and projects. They include implementation of the contraceptive self-reliance strategy (CSR) in anticipation of the shortage of family planning commodities with the phase-out of contraceptive donations, and provision of family planning education and services through innovative and acceptable mechanisms for promoting contraception (both natural and artificial).

### **Localizing the MDGs**

To make MDG localization happen, the Department of Interior and Local Government (DILG) has issued for LGUs a set of guidelines which provide a menu of programs and projects that would contribute to the attainment of the MDGs.

The Department of Budget and Management (DBM) issued Local Budget Memorandum No. 53, which included the MDG localization as part of the Initial FY 2008 Internal Revenue Allotment and other related budget preparations. This is a significant move that DBM initiated to emphasize the importance of localizing the MDGs.

Recognizing that LGUs are effective partners to achieve the MDGs, the Municipal Development Fund Office (MDFO)-Policy Governing Board of the Department of Finance passed Resolution No. 04-12-22-2005 allocating

Php500 million from the MDF-Second Generation Fund to establish and finance the MDG Fund, in turn, to support and fund LGU initiatives that directly contribute to the attainment of the MDGs. As of October 31, 2009, the MDFO has already allocated Php247 million for the 21 approved sub-projects, i.e., provision/construction of public markets, water systems, day care centers, medical equipment, hospitals, heavy equipment, and others. About Php88.6 million have been released to the LGUs.

Aside from national reports, the Sub-national Progress Reports of the country's 17 regions have been prepared. The sub-national reports, consistent with the Regional Development Plans and Regional Investment Programs, help build MDG ownership and provide opportunities for local policy- and decision-makers to articulate their needs, raise their level of awareness, and allocate resources for the MDGs. There is also an ongoing initiative to formulate provincial MDG progress report on selected areas (Batangas, Camarines Norte, Marinduque, Eastern Samar, Biliran, Romblon, Agusan Del Norte, Agusan Del Sur, Sarangani, and Siquijor) through the use of Community-Based Monitoring System (CBMS). CBMS systematically gathers 14 core local poverty indicators from the provincial level down to the household level. It has been adopted to serve as the monitoring tool tracking the attainment of MDGs through SDC Resolution No. 3, series of 2006.

### **Partnership with Civil Society Organizations**

The civil society organizations (CSO) and the business sector are important players in MDG financing.

A collaboration among Social Watch Philippines, United Nations Development Programme (UNDP), and the National College of Public Administration and Governance of the University of the Philippines (UP-NCPAG) gave way to an assessment of the fiscal feasibility of attaining the MDG targets. A series of fora provided opportunities to discuss the resulting issues on MDG financing and led to the publication of a book entitled "May Pera Pa Ba?: Moving Forward with the MDGs."

A major milestone in the history of budgeting in the Philippines is the joint initiative of legislators and civil society to present an alternative budget under the 2007 budget. Some Php5.2 billion of the approved national budget can be attributed to the alternative budget advocacy campaign. The additional budget was allocated for the construction of more than 17,000 classrooms, food supplementation, hiring of new teachers, and additional scholarships for tertiary education. For 2008, Php6.3 billion of the approved budget for social development can be attributed to the alternative budget campaign, and Php7.7 billion in the 2009 budget is allotted for the environment, basic and higher education, agriculture, and health.

**Mobilizing the Business Sector**

In 2002, during the forum of business leaders and social development practitioners hosted by the International Business Leaders Forum and the UNDP, the Philippines was one of the three countries (with Brazil and South Africa) identified as models to demonstrate how the business sector actively engages with the government and civil society for MDGs.

The Philippine Business for Social Progress (PBSP) led the business sector in crafting the Philippines MDG Framework for Business Action through a series of consultations with business executives, leaders of corporate foundations, and partners from the government, NGOs, and the donor community. This process led to the development of the report “Responding to the Millennium Development Challenge: A Roadmap for Philippine Business,” published and launched in 2004. The Roadmap contains best practices on corporate social responsibility as business response to the MDGs and action plans clustered into four MDG focus areas, namely, poverty, education, health, and environment. For the period 2004–2009, the business sector committed around PhP3.2 billion to consolidate and scale up successful programs along poverty reduction, small and medium enterprise development, basic education, and water and health. As of July 2009, an estimated PhP227 million was invested by the business sector through the Business and the MDGs Program.

The donor community strongly supports the MDGs. The Philippine Development Forum (PDF) is the primary mechanism of the government to facilitate policy dialogue among stakeholders of development, especially the donor partners. A Working Group on MDGs and Social Progress under the PDF has become a regular venue for discussing policy and program issues on the MDGs, especially along health, education, and social protection. The Working Group is chaired by the DSWD and co-chaired by the World Bank.

The Philippines has been selected as one of the countries to be assisted by the Government of Spain and the UNDP MDG Achievement Fund (MDG-F). The MDG-F aims to accelerate the attainment of the MDGs by supporting policies and programs that would impact on selected MDGs, focusing on eight key areas: (1) democratic governance; (2) gender equality and women’s empowerment; (3) basic social needs, including youth employment and migration; (4) economic development; (5) environment and climate change; (6) conflict prevention and peace building; (7) cultural diversity and development; and (8) development and the private sector. A joint program has already been approved for the following thematic windows: (1) climate change (US\$8 million); (2) youth, migration, and employment (US\$6 million); (3) economic governance (US\$5.4 million); and (4) children, food security, and nutrition (US\$3.5 million).

Notwithstanding the contributions of various sectors to achieve the MDGs, the country still confronts a number of issues and challenges. To achieve the MDGs it needs to:

1. Address the wide disparities across regions—Regions with poverty incidence rates above the national average must receive more than a proportionate share of the resources allocated to overcome the problem.
2. Curb the high population growth rate—Dealing with this problem will entail reassessment of the present programs and projects on reproductive health.
3. Improve performance of the agriculture sector—The government's anti-poverty strategy must focus on agriculture and rural development through asset reforms accompanied by reforms in the agricultural sector.
4. Since education and maternal health targets are mostly those with low probability of achievement, there is a need to accelerate the implementation of basic education and health reforms. Two major reform packages for health and education must be implemented, with critical interventions supported by an effective management structure and financing arrangements. Moreover, government and other education stakeholders should look more seriously at the factors contributing to the comparatively low completion and retention among boys.
5. Ensure strict enforcement of laws pertinent to the achievement of the MDGs—The government has to ensure that laws supporting the MDG targets, including laws that protect and promote the welfare of women and children, have to be strictly enforced and continuously monitored.
6. Bridge the financing gap—The government should continue to exert maximum effort to ensure that resources are used efficiently, mobilize taxes to generate public funding for vital projects, reduce the fiscal deficits, mobilize external development assistance, and pursue options like the debt-for-MDGs scheme.
7. Since basic services have been devolved to the LGUs, there is a need to strengthen their capacity to deliver basic services and manage programs and projects. Aside from ensuring the availability of manpower, the government should put in place quality improvement programs to upgrade skills and capacities of frontline workers, e.g., health workers and teachers.
8. There is also a need to ensure transparency and accountability in government transactions. Graft and corruption must be addressed. Accountability and transparency in every branch of government

from national to local levels should be ensured for more efficient use of funds for MDG-related programs and projects.

9. Address peace and security issues—Mindanao lags behind in the MDGs, thus, the government has to prioritize the lagging areas. Provision of basic services and other assistance should be viewed in the context of peace and development that will have an impact on the peace process.
10. Strengthen public-private partnership—The government should actively partner with the private sector and civil society in monitoring performance of government officials, advocating for the MDGs, and promoting environmental sustainability, among others.
11. Improve targeting, database, and monitoring—The lack of updated and accurate information and/or disaggregated data for MDG indicators make the design and targeting of appropriate interventions difficult. Enhancement of data collection and quality has to be given attention. This should include surveillance activities for hunger, AIDS, and disease outbreak, among others. The current institutional arrangement at the sub-national level also needs to be strengthened and made operational.

# **The Importance of Tracking the Millennium Development Goals**

**Corazon T. Urquico\***

In 2015 or six years from now, the whole world will face the truth on whether the Millennium Development Goals (MDGs) have been achieved, 15 years after these were launched in September 2000. All 189 United Nations (UN) member nations which signed the Millennium Declaration in 2000 will finally find out if 15 years of work on the MDGs have been enough or have fallen short.

For the first time at the turn of this new century, the MDGs, as initiated by the UN, have been developed as time-bound, quantifiable, and therefore measurable eight goals whose overarching goal is poverty reduction, with its income and non-income dimensions—like education, health, gender equality, and the environment.

The UN also initiated the practice of tracking progress on the MDGs so that leaders and prime movers of the MDGs can better manage their achievements. The UN produces, on an annual basis, a progress report on the MDGs. This report provides trends by region and the UN maintains an online monitor of each and every country that has committed to the Millennium Declaration.

In the Philippines, the national progress report is prepared every three years. Since 2000, the Philippines has prepared three reports including a mid-term progress report produced in 2007. The next national progress report will be prepared in 2010. In the 2007 mid-term progress report, the Philippines prepared regional progress reports for the first time and these showed sub-national trends and the regions that are ahead and lagging behind in achieving the MDGs. It is through these reports that the Philippine stakeholders on the

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MDGs have been made aware on which MDGs the Philippines is likely and unlikely to achieve if the current pace and responses are not changed or improved.

This year, the United Nations Development Programme (UNDP) initiated the preparation of the provincial progress reports and thanks to the widening use of the Community-Based Monitoring System (CBMS), 10 provinces have agreed to prepare their provincial progress reports. It is in this same light that the preparation of provincial MDG progress reports are important, especially because trends now show the inequitable or disparate status of the progress on the MDGs across regions. It is also for this reason that the quest for the MDGs by 2015 may be won or lost at the local level. A Philippines that is able to achieve its MDGs at the national level depends on how each and every town, city, and province—led by the local officials, private and business sector, civil society organizations, the youth and all other stakeholders—is able to achieve major progress in its locality.

It is for this reason that the campaign and advocacy for the achievement of the MDGs has shifted to their localization. In the next six years, we will witness an upscaling of the advocacy for the localization of the MDGs. Each and every province, through its leagues, regional councils, and leaders will be the target of a high-level campaign to mainstream the MDGs in its local development plan in the same manner that in the early years of the MDG campaign, the battle cry was the mainstreaming of the MDGs in national development plans.

In this campaign to localize the MDGs, tracking the progress will play a major role because it is through tracking that provinces and municipalities, through CBMS data, will become aware of the status of their progress; thus they can plan better, identify the best strategies, and allocate the resources necessary to achieve their MDG targets.

Based on the MDG global reports produced annually, it has been shown that the MDGs are attainable. Many countries have achieved their target of halving poverty even before the 2015 deadline like Malaysia and Thailand, which are comparator-countries of the Philippines.

The Philippines can strive to achieve the same by 2015 but we must all work for a well-planned strategy that can only be developed if we rely on relevant, accurate, and timely data like the CBMS data. I therefore enjoin the provinces to regularly measure their progress on the MDGs and respond strategically and appropriately with no excuses.

Thank you.

# **Capacity-Building Strategies of SRTC for CBMS: The Batangas Experience**

**Gervacio Selda, Jr.\***

I am Jun Selda of the Statistical Research and Training Center. My presentation this morning is titled “Capacity Building Strategies of SRTC for CBMS: The Batangas Experience.”

My presentation follows this outline. First, a short introduction about the Statistical Research and Training Center (SRTC), the agency I head. Then I will relate to you our involvement in the Community-Based Monitoring System (CBMS) and why we are heavily involved in this undertaking. After which, I will present the project we have in Batangas. This will give you an idea on the strategies we adopted to ensure that the various activities lined up are carried out and our objectives attained.

Later, I will try to link you to our website. For 2010, we shall be uploading the complete schedule of our training courses where the training on CBMS is included. In our website, you can register online to reserve slots.

## **SRTC as a Research and Training Arm**

The SRTC is the research and training arm of our country’s highly decentralized statistical system.

SRTC is one of the five major statistical agencies operating in our country. The National Statistical Coordination Board (NSCB) is the coordinating and policy-making body on statistical matters. We also have the National Statistics Office (NSO), the data gathering agency for general purpose statistics. We have two specialized statistical agencies—the Bureau of Agricultural Statistics (BAS) and the Bureau of Labor and Employment Statistics (BLES)—which are in-charge of agricultural statistics and labor and employment statistics, respectively.

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\* Director, Statistical Research and Training Center (SRTC)



The SRTC is currently attached to the National Economic and Development Authority (NEDA), like the NSCB and NSO.

Being the training arm of the PSS, SRTC is responsible for conducting statistical trainings designed to upgrade the quality of statistical manpower in the government.

Our trainings cover data collection and/or data generation, processing, maintenance, utilization which includes analysis of data, and packaging and dissemination—all of which comprise the various aspects of statistical work. I would like to inform you that SRTC has been involved in statistical capacity building activities since it was created way back in 1988. These trainings are made available to all agencies through its regular course offerings, which can be accessed in our website: [www.srtc.gov.ph](http://www.srtc.gov.ph). For specialized statistical training needs, we can design them to fit an agency's specific requirements.

So much for the advertisement. Now for the current involvement of SRTC in CBMS.

First, let me point out that SRTC considers CBMS a viable approach in generating subregional data that are vital to local planning and decisionmaking.

This is also the position of the NSCB Board when it adopted the system as a means to generate local-level statistics and enjoined everyone to provide support to this undertaking through a resolution issued many years ago.

We consider the system statistical. Hence, starting 2010, SRTC made the four CBMS modules as part of its regular course offerings.

The inclusion of CBMS trainings in our course offerings is aimed at providing proper training to local government unit (LGU) personnel involved in CBMS work.

So far, we have conducted several trainings on CBMS with participants coming from different provinces of the country.

We also conducted many trainers' training to develop a pool of qualified resource persons at the local level. Our long-term view on this is that later on, we will be concentrating more on the higher-level training needs of LGUs such as enhancement of analysis and/or utilization of CBMS data for local planning and decisionmaking. This is when we are through building up the pool of resource persons at the local level, this will allow the local provision of basic CBMS trainings, that is, the four modules of CBMS that we have right now.

### **SRTC and CBMS Field Implementation**

SRTC is also involved in the implementation of CBMS in the field. Right now, we are heavily involved in the institutionalization of CBMS in Batangas through a province-wide Millennium Development Goal (MDG) project funded by the United Nations Development Programme (UNDP).

You may be wondering why Batangas was chosen as the site of our pilot CBMS project although the province is not considered poor. Well, the project is a product of convergence of many factors. First, the area is close to the National Capital Region and therefore, it is an ideal place that allows us to closely monitor the implementation of the project. Second, there was a strong demand from the provincial government to train their staff on CBMS. Third, the provincial government is committed to provide counterpart support for the undertaking. And finally, the leadership, the governor herself, is committed to make the system the backbone of information system for planning, targeting, and policymaking in the province.

The main goals of our CBMS project in the province of Batangas are two-fold, namely: (1) to put in place CBMS data system in all cities and municipalities of the province and (2) train LGUs in data analysis/utilization to come up with the required MDG report.

In putting up the CBMS data system in the whole province, several strategies were adopted.

One of these was to link up with the CBMS Network Team, NEDA Region IV-A, and the Provincial Government of Batangas (PGoB) and make them main partners in implementing the project.

Thus, we made the three institutions our main partners in implementing the project. Through this set up, SRTC made its entry into the province.

After establishing our link with the PGoB, we secured the support of Governor Vilma Santos-Recto for the project. This allowed us to have a smooth entry in the province and this eventually facilitated the implementation of the CBMS-based project.

Then we expanded the base of partnership and cooperation for the project by securing the support of other national government agencies operating in the province like the Department of Interior and Local Government (DILG) and the Department of Social Welfare and Development (DSWD). We also brought in the city and municipal governments and the local academic community to actively participate in the project through the help of the DILG, provincial government, and NEDA Region IV-A. Later, the local academic community represented by the Batangas State University and University of Batangas, became major partners in the successful implementation of the local capacity building.

As part of our implementation strategy, we conducted many trainers' trainings to develop a core of local resource persons for the various trainings on CBMS. This core of local resource persons became the backbone of our training program in the whole province. They were the ones who trained the designated trainers in each city/municipality for the second-level trainings. Here, we would like to emphasize that given the coverage that we have in the province, i.e., 32 cities and municipalities, and the limited number of resource

persons available from SRTC and CBMS Network Team for the conduct of various CBMS trainings, SRTC decided to come up with a pool of local resource persons to address the need for qualified resource persons to handle the various CBMS trainings all over the province. This was done through the conduct of several trainers' training at SRTC in Quezon City and in the province.

Right now, our pool of core resource persons for CBMS trainings in the province is composed of trained personnel from PGoB, academe, NEDA Region IV-A, and DILG Region IV-A. This was our strategy to help localize the CBMS trainings in the province.

Another strategy adopted to meet the need for qualified resource persons for various CBMS trainings at the local level was to train additional personnel from PGoB, academe, NEDA Region IV-A, DILG Region IV-A, and office key personnel in the planning and development offices of each city and municipality. Through this, we were able to come up with the needed number of resource persons for the second-level trainings.

Considering the resources needed to implement the province-wide project and the limited funds given to the project, we requested the PGoB to help marshal local support for the project. Through initiatives, the PGoB was able to raise around Php4.0 million for the project, which were used to cover the cost of second-level trainings, the questionnaires for the data collection, and other related expenses. The city and municipal governments, on the other hand, shouldered the cost of the project in their respective areas.

Aside from providing resource persons, our partners from the academic community made available their information technology (IT) and training facilities for our various computer-based trainings on CBMS. This was made possible through the assistance of NEDA Region IV-A. Through this, we were able to have these facilities for the various trainings free-of-charge to the project.

Another strategy we have for the project is to work closely with the PGoB, NEDA Region IV-A, and CBMS Network Team in implementing data collection and post-data collection activities. Through this, we were able to ensure the quality of data collection undertaken and the subsequent activities in the whole province.

Right now, we have a total of 124 personnel to act as local resource persons for CBMS trainings, of which 16 are core trainers—ready to provide needed CBMS trainings anytime and anywhere in the province. The rest are based in the cities and municipalities.

Through them, we were able to conduct extensive trainings on the four modules of CBMS in all cities and municipalities of the province.

Other accomplishments of the project are as follows:

- Number of trained personnel for local CBMS data collection – 3,548
- Conducted data collection in 32 cities and municipalities

- Started data editing in 32 cities and municipalities
- Started data encoding in 25 cities and municipalities
- Initiated the mapping and/or digitizing in 20 cities and municipalities
- Expected to complete the CBMS data system for 32 cities and municipalities by the end of 2009

So with that, I end my presentation. We hope you find our sharing of experiences and strategies helpful. To the CBMS Network Team, we thank you for the continuing support given to us in making the LGUs more information-rich so that they will be able to come up with realistic and implementable plans, programs, and decisions for their respective areas.

Thank you *at magandang umaga po sa inyong lahat.*



# Statistical Capacity Building for MDG Monitoring at the Local Level

Donald Gawe\*

Director Severino Santos of NEDA Regional Office IV-A is unable to come as he was requested a few hours ago to be present at the Investment Coordination Committee (ICC) technical committee meeting because proposed projects for the rehabilitation of Laguna Lake are among the projects for deliberation. As you all know, CALABARZON, especially the Laguna Lake areas, was widely devastated by Typhoons Ondoy and Ketsana.

We were invited to share with you our initiatives and experience on statistical capacity building for monitoring the Millennium Development Goals (MDGs).

Even before NEDA IV-A was actively involved with CBMS, we learned from our local planners of their need for capacity building on statistics and research. A survey conducted by NRO IV-A among local planners of training needs showed that statistics and research are among the top of such needs. Many local planners noted that they have no adequate background on research (survey and sampling design) and statistics.

The older local planners told me that many years ago, NEDA had a comprehensive program for them on development statistics. There were even exams and they said they used trigonometric tables. All I can say to that was, "Is that how it was?"

The NEDA regional offices being tasked to consolidate not only line agency reports on MDGs but also that of the provinces' saw the difficulty of getting the reports.

When we talk with local planners who are our link at the local level about their reports, they would say, "Where will we get the data?" They would say that much of the data required is not regularly gathered.

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If you tell them to do a survey, they would answer, “How will we do that?” And yet we are only talking about the Core Local Poverty Indicators.

Incidentally, NRO IV-A did a training needs analysis (TNA) that showed that research and statistics is number three among the local planners’ training needs. Most of them would say that they know how to interpret sample data, but they want to know more about sampling and survey and other statistical techniques.

Of course, NEDA IV-A does not have funds to address the training needs of local planners, but we promised them that we will coordinate with training institutions/higher- education institutions (HEIs) to address their concerns.

The situation in our region shows that the five provinces have research and statistical divisions. The reports of local planners state that most staff in those divisions are not statistics graduates and have very limited training. In terms of actual work, most staff in those divisions are not doing research and statistics but other special concerns. Meanwhile, many of our local planners are new; planners previously trained on basic statistics and research have either retired or transferred to other offices.

With the structure at the local level, the planners suggested not limiting capacity building to them but to include other departments as well.

As we mentioned earlier, many of the MDG data requirements are not readily available at the local level so if the planners have limited appreciation of how to generate data— use of proxy—then there really is no MDG report.

At this point, the Regional Statistics Coordination Committee (RSCC) of the Regional Development Council (RDC) decided to act on the matter.

After assessing the local data-generation tools available, the RSCC saw CBMS as an opportunity to get the needed data as well as a means to capacitate local planners on the conduct of surveys, data interpretation, research, etc.

Prior to these, the decision of the region was to allow the provinces to use whatever tools they have as long they produce the data for the 14 core indicators. In the beginning, they said they have these kinds of tools but we found out that there is none.

This led to the RDC’s adoption of the CBMS as the common data-generation instrument for local-level statistics and for monitoring the progress of the MDGs. Some of the salient provisions are:

- creation of a regional pool of resource persons on CBMS to be composed of the Provincial Planning and Development Offices, other provincial departments, and the HEIs
- Statistical Research and Training Center (SRTC) to ensure capacity building
- RSCC to oversee the capacity building and implementation of the CBMS

We tried our best to address some of the training needs by using our network. For example, we met with the officials the University of the Philippines - School of Urban and Regional Planning (UP-SURP) to discuss their modules for the special course on urban and regional planning, with special focus on data interpretation, where to get proxy, etc. We were able to encourage many from the depressed municipalities of Quezon to attend.

We organized training on GIS with the Department of Environment and Natural Resources (DENR). We saw to it that the emphasis was on data analysis using GIS, not only on how to make maps and PowerPoint presentations exciting.

We continue our advocacy of CBMS adoption as we see this as an opportunity for statistical and research capacity building. Based on the feedback we gathered from the local planners, they said that they have acquired more skills or become more familiar with the design and administration of surveys, field editing, and data processing, among others.

This early, we can easily see the difference in the quality of reports/ planning output of those who were trained on CBMS and those who were not.

Some of our other initiatives are:

- We encourage local planners to join professional organizations (e.g., Philippine Statistical Association- professionalization – assist in the review – take the exams on environmental planning)
- Provide a mechanism for information sharing such as this
  - Findings of conducted research
  - Statistical update
  - On Friday, December 11, we will have the first CALABARZON Statistics and Research Forum, a collaborative undertaking with De La Salle-Lipa and SRTC.
- To encourage LCEs, we commend LCEs through resolutions

## Ways Forward

- ✓ RSCC to oversee the creation of local statistics committees that shall ensure the sustainability of the gains derived from the CBMS training
  - CBMS Technical Working Group (TWG) at the local level shall serve as the nucleus of the local statistics committee
- ✓ Strengthen the Regional Affiliates Program (RAP) of SRTC (composed of public and private HEIs) to provide continuing training on statistics.