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Poverty Monitoring Systems in the Philippines

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I. Introduction

Poverty alleviation has always been the main agenda for development of the Philippine government from the Aquino administration (1986-1992) to the Macapagal-Arroyo administration (2001-present). Several policies and programs were developed and implemented to address this problem. To assess if this objective is being realized, it is important to have a good poverty monitoring system. Poverty monitoring provides government planners, policy makers and local leaders with data on which to base their social and economic development plans and programs. In addition, it is also used in guiding the implementation and continuing analysis of policies and programs, so that timely action can be taken to address the weaknesses/problems detected. Poverty monitoring as a tool guides them in making decisions based on evidence and facts.

II. Dimensions of Poverty

To have a good monitoring system, poverty must be defined properly to best identify what indicator(s) will be used to monitor welfare status of the people.

Poverty can be defined as deprivation of basic needs. An indicator will show whether an individual or household is not meeting a particular need. Thus, a set of indicators is needed to determine the status of the population with respect to poverty’s causal links with many other forms of deprivation, including access to health care and basic facilities, educational services and employment opportunities among many others.

The Micro Impacts of Macroeconomic Adjustment Policies (MIMAP) Project Philippines in its continuous studies on poverty monitoring system in the Philippines has developed and identified a core set of indicators (Table 1) that best captures poverty’s dimensions. The indicators have been largely confined to output and impact indicators.

Health

One of the indicators used to measure longevity of human life is child mortality rate (CMR). CMR not only reflects the nutritional and health status of children. It has links with other factors such and nutritional and health knowledge and practices of mothers, level of immunization, available maternal and child health services, income and food available to the family, the availability of clean water, and the state of environmental sanitation.

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**Nutrition**

Poor nutrition prevents children from realizing their full potentials. An indicator that best capture this dimension of poverty is prevalence of malnutrition. This is manifested in the existence of underweight among children 0-5 years old. A child is considered underweight is his/her weight is less than that of normal children of the same age.

**Housing**

Shelter has been universally identified as one of the basic necessities of men. Two indicators that will capture the status of households with regards to this are: (1) proportion of households living in makeshift housing; and (2) proportion of households who are not squatters. The former gives an estimate of households living under poor housing conditions. This implies that these units are not built of durable materials that provide protection and security for household occupants as well as safeguard them from adverse climatic effects.

Meanwhile, “squatters” or informal settlers may be defined as those households who live in owned house, rent-free lot or those who have rent-free house and lot, both without consent of owner. Since security of tenure is not established, this will result to easy displacement by landowners.

**Water and Sanitation**

Access to potable water and sanitary toilet are also two of the minimum basic needs that define the attainment of a decent quality of life. The significance of these basic services is illustrated in its links with other dimensions of poverty such as health and sanitation.

Considered as safe water are those that come from community water system, deep wells and artesian wells while considered as sanitary type of toilet facilities are water-sealed flush to connected sewerage systems/septic tanks and closed pit.

**Basic Education**

Literacy refers to the ability to read and write a simple message in any language or dialect. It largely determines the capacity of individuals to be productive in society and attain a life of dignity and a level of success.

Meanwhile, basic education makes a man functionally literate. Having basic education generally means the completion of elementary and secondary levels of education. Elementary and secondary participation rate measures this concern. Participation rate refers to the total number of children aged 6-12 (elementary)/13-16 (secondary) years old attending elementary/secondary school over total number of children aged 6-12/13-16 years old.
**Income**

One step in attaining basic food and non-food needs is to acquire them by purchasing the goods and services in the market using its income. Poverty incidence is the proportion of population who cannot meet food and non-food needs while subsistence incidence is the proportion of population who cannot meet food needs.

Meanwhile, eating 3 meals a day is also an indicator if the family is in a state of poverty or not. As defined, 3 meals a day consist of breakfast, lunch and dinner. Incomplete meal due to food shortages renders an individual incapable of performing his functions adequately.

**Employment**

One of the direct means in fighting poverty is provision of jobs or employment. Employment provides wages, which in turn gives purchasing power to buy the needed basic goods and services. Employment rate is one indicator that will describe if the government is on track in providing for income-generating activities for the people.

**Peace and Order**

Effects of poverty, such as hunger and lack of employment may sometimes lead to criminal behavior. As such, it is important to monitor crime incidence. A peaceful society attracts investors and tourists that in turn can generate employment for the people.

**III. Available Sources of Data in the Philippines**

In the Philippines, data for the different dimensions of poverty can be obtained from censuses, surveys and administrative records of government agencies.

**a. Family, Income and Expenditures Survey**

The Family Income and Expenditures Survey (FIES) is a survey being conducted by the National Statistics Office (NSO) every three years since 1985. The objectives of this survey are:

- To gather data on family income and family living expenditures and related information affecting income and expenditure levels and patterns in the Philippines;

- To determine the sources of income and income distribution, levels of living and spending patterns, and the degree of inequality among families; and

- To provide benchmark information to update weights in the estimation of consumer price index.
This survey provides income data, which serves as the basis for the official poverty estimates. Poverty and subsistence incidence are derived from this survey.

Because of clamor for the disaggregation of data lower than the regional level, National Statistical Coordination Board (NSCB), government agency authorized to derive and release poverty estimates, calculated data at the provincial level. Late last year, NSCB released the official estimates of poverty at the provincial level for the year 1997 and 2000.

Data gathered in this survey include sources of income in cash and in kind, and the level of consumption by items of expenditure. Related information such as family size, number of family members employed for pay or profit (wage/salary or own-account worker), occupation, wage and educational attainment of household head, and housing characteristics, are also included. The latest survey was conducted in 2000.

b. Annual Poverty Indicators Survey

In response to increasing demand for a more frequent monitoring of the poverty situation in the country, the Annual Poverty Indicators Survey (APIS) was conceptualized. It was initially conducted in 1998 and 1999. The plan was to conduct APIS during the year when there is no FIES. The objective of this survey is to supplement the identification of poor families through the use of non-income based indicators, which had been established to be correlated with poverty. These indicators are: health status, schooling status, employment characteristics, family planning, housing and sanitation, credit information, family sustenance, entrepreneurial activities and other data relating to income-generating activities of the family as well their expenditures.

Data generated from this survey is disaggregated at the provincial level. The latest survey conducted was in 2002.

c. National Demographic and Health Survey

This survey, which is being conducted by NSO every five years, provides information on various demographic and maternal and child health issues in the Philippines. The primary objective of this survey is to provide up-to-date information on fertility and childhood mortality levels; nuptiality; fertility preferences; awareness, approval, and use of family planning methods; breastfeeding practices; and maternal and child health. This information is intended to assist policy makers and program managers in evaluating and designing programs and strategies for improving health and family planning services in the country.

The latest survey conducted was in 1998 and the next round is schedule to be conducted this year.
d. **Integrated Survey of Households/Labor Force Survey**

This survey, which is being conducted by NSO every quarter, seeks to provide data on employment. It aims to gather, process, and analyze data on the labor force, the employed, and the unemployed, including their characteristics as well as other relevant socioeconomic characteristics of households.

Data are available up to regional levels with selected indicators available at the provincial and municipal levels.

e. **National Nutrition Survey (NNS)**

The National Nutrition Survey (NNS) is a survey conducted by the Food and Nutrition Research Institute (FNRI) of the Department of Science & Technology (DOST) every 5 years with updating of selected indicators done every 3 years. The objective of this survey is to assess the Philippine food and nutrition situation and nutritional status of the population for the appropriate formulation and modification of food and nutrition policies and interventions as well as related development programs (FNRI, 1994).

This survey is the primary source of comprehensive data on the nutritional status of children. It provides data on protein-energy malnutrition, which has been identified as an indicator that has links with poverty.

Data are disaggregated at the regional level. Latest survey conducted was in 2001.

f. **Census of Population and Housing**

Census of Population and Housing (CPH) is being conducted by the NSO every 10 years. It adopts a combination of complete enumeration and sampling. All households are asked about the population and housing characteristics, while only a percentage are asked about other characteristics including literacy.

Life expectancy and simple literacy rates are derived from this census. The latest survey conducted was in 2000.

g. **Functional Literacy and Mass Media Survey**

FLEMMS is a survey designed to provide a quantitative framework that will serve as basis in the formulation of policies and programs on the improvement of literacy and educational status of the population and the improvement of mass media services to the public. Basically, the survey aims to do the following: (i) to measure functional literacy levels of the population; (ii) to determine the educational and skills qualifications of the population; (iii) to determine the magnitude and socio-economic profile of the out-of-school youth; and (iv) to assess the extent of exposure of the population to mass media.
Latest survey was conducted in 1994 with the next round to be implemented in November 2003.

h. Other instruments

Administrative reporting system of other government agencies also serves as sources of data. To mention a few: the Philippine National Police (PNP) collects information relating to incidence of crime; the Department of Education (DepEd) collects information related to school participation, such as dropout rate, cohort survival rate, participation rate and completion rate among many others.

These monitoring systems, however, are not responsive enough to the needs of both national government and local government units. Some of these surveys are usually conducted in answering the need for information of a specific organization only. In addition, monitoring is on a short-term basis.

IV. Decentralization

As defined, a core set of indicators can best describe poverty and its dimensions. These indicators can be derived from the censuses, surveys and administrative reports. Monitoring, however, are too infrequent to provide regular and updated information.

Likewise, the sampling designs of these surveys have very limited geographical coverage (up to regional level only with very few indicators available at the provincial and municipal levels). What are needed by policymakers and local government planners are data up to the municipal and barangay level.

Presently, however, there is no known established statistical system at the barangay (village) level where information is regularly collected for the use of the local leaders. Only selected government agencies, such as the Department of Agriculture (DA), Department of Agrarian Reform (DAR), Department of Health (DOH), Department of Social Welfare and Development (DSWD) and the Department of Interior and Local Government (DILG), undertake some data collection for their own needs. In some barangays, data collection is undertaken on an ad hoc basis to satisfy their requirements for reporting and planning.

In 1994, Reyes and Alba made an assessment of existing and proposed monitoring systems of government agencies and NGOs. They noted the following:

1. There is a great demand for community-based monitoring systems. Government agencies and nongovernmental organizations have responded to this demand by setting up their own monitoring systems.

2. Almost all of the monitoring systems have some of the minimum basic needs indicators. However, they favor input indicators over output indicators. And while many of them include indicators relating to the provision of credit and other
inputs, few attempt to measure the effect of these inputs on the welfare status of the beneficiaries.

3. The monitors being tapped to collect the data are local government unit personnel.

4. Existing monitoring systems have very limited geographical coverage. Only a few provinces are included in most if not all of the existing and proposed monitoring systems. There is less convergence when we get down to the barangay level. Thus, the chances of utilizing information from the different systems to provide a comprehensive picture of a barangay or even a province are very slim.

5. The collection of data is coterminous with the lifetime of a specific program/project. Consequently, there are no time series data on socioeconomic variables.

6. Monitoring systems of NGOs sometimes focus on specific groups that are not necessarily vulnerable. Some NGOs are mandated by their sponsors to assist only certain groups.

7. Most NGOs do not maintain their presence at the lower administrative levels, i.e. barangay and municipal.

They found that there are bits of information from many of these community-based monitoring systems but they are not consolidated in such a way that they become useful for policy-making.

V. Community-Based Monitoring System: Alternative Poverty Monitoring System

Rationale

Previous targeting schemes of national government agencies (NGAs) suffered from lack of information to identify eligible beneficiaries, especially of programs and projects that have not been devolved to local government units. With availability of data at the provincial level only, it is but difficult for them to prioritize who needs the most attention. What is needed is household-based information by the NGAs that can be used not only for policy planning but targeting of beneficiaries as well.

Meanwhile, at the local level, the implementation of local government code creates local demand for household-based information. As mandated, LGUs prepare annual development plans funded mainly by their internal revenue allotment allowing them to respond directly to the needs of their constituents.

Furthermore, Memorandum Circular No. 2001-105 issued by the Department of Interior and Local Government (DILG) on August 31, 2001 called for the identification of Local Poverty Reduction Action Officers (LPRAOs) in all municipalities, cities and
provinces. The LPRAOs are tasked to oversee the poverty reduction efforts in their localities. Furthermore, Memorandum Circular No. 2001-109 issued by DILG on August 21, 2001, enjoined local chief executives to undertake local programs on poverty reduction and local economic transformation. It also reiterated the need to designate LPRAOs and to formulate Local Poverty Reduction Action Agenda (LPRAA). Moreover, the circular provided for the inventory of poorest families, identification of local needs in the areas of food, shelter, employment and education as well as external and internal sources of assistance to implement the LPRAA. These memoranda of the DILG create local demand for household-based information that is disaggregated at the lowest geopolitical levels, which is at the barangay (village) levels. The data collected can be used not only as inputs for planning but for impact assessment as well.

Community-based monitoring system (CBMS) has been identified as the answer to the needs of national government and LGUs for household-based information.

Initiatives

Several initiatives on the use of CBMS will be discussed in the next section. These are the Minimum Basic Needs (MBN), Community-Based Poverty Indicator Monitoring System (CBPIMS) and the MIMAP-Community-Based Monitoring System.

a. Minimum Basic Needs

Under the Social Reform Agenda initiated under Ramos administration (1992-1998), the minimum basic needs (MBN) approach was deemed as a convergence strategy. MBN define the basic minimum criteria for attaining a decent quality of life. They are the basic needs of a Filipino family for survival (food and nutrition, health, water and sanitation and clothing), security (shelter, peace and order and income and livelihood) and empowerment/enabling (basic education and literacy, people’s participation in community development and family care/psychosocial). The degree to which a family achieves its MBNs serves to measure its quality of life.

The set of 33 MBN indicators are used for identifying families of individuals who need to be prioritized in the community. If the family is unable to meet its minimum basic needs on a sustained basis, then the family is considered to be in a state of poverty. Those who have the highest levels of deprivation are targeted for priority assistance.

To indicate transparency, MBN databoards are set up including a spot map to indicate the location of every household, with corresponding information on the status of each household on the top ranking problems in the community.

The system’s main features include:

- A participative survey of minimum basic needs
- A community process for prioritizing identified MBN for decision-making
Joint accountability in the provision of input among communities, LGUs and national agencies

Project management by the community

Assistance by national agencies

On-going monitoring by communities, LGUs and national agencies

Not all barangays, however, are being covered by MBN. Only selected barangays in 5th and 6th class municipalities and urban poor communities are priorities for the implementation of MBN with disadvantaged communities in 3rd and 4th class municipalities as second priorities.

In 1996, the Department of Social Welfare and Development (DSWD) has launched the Comprehensive and Integrated Delivery of Social Services (CIDSS) program as the mechanism for delivering basic social services to communities. CIDSS makes use of the MBN approach in order to ensure that the most needy persons are given priority.

b. Community-Based Poverty Indicators Monitoring System

To enhance the implementation of the MBN approach, the Community-Based Poverty Indicators Monitoring System (CBPIMS) was jointly undertaken by the National Statistics Office (NSO) and the National Economic and Development Authority (NEDA) in 1997 under the sponsorship of the United Nations and Development Program (UNDP).

The survey was conducted purposely to improve data collection and processing of MBN (NSO, 1999). It streamlined the MBN core indicators to 23 with other information to be collected separately through interviews with key informants in view of the sensitivity of the questions.

In MBN approach, the existence of the problem in the family level is only registered. It does not count the number of persons affected in the family. CBPIMS addresses this issue.

After the pilot-test of this system, implementation depends on the initiatives of the LGUs.

c. MIMAP-Community-Based Monitoring System (CBMS)

The review of Lamberte et al (1991) points out the lack of a monitoring information and feedback system to assess the impact of macroeconomic adjustment policies on the micro level. In response to this, the Micro Impacts of Macroeconomic Adjustment Policies (MIMAP)-Philippines developed a CBMS with a design proposed by Florentino and Pedro1 under the MIMAP Phase II Project in 1992. Further refinements

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1 Refer to the paper "Monitoring the Micro Impacts of Macroeconomic Adjustment Policies (MIMAP) by Rodolfo F. Florentino and Ma. Regina A. Pedro, September 1992."
were then done to the system in the succeeding phases of the project, with Reyes and Alba\(^2\) modifying the proposed system in 1994.

Pilot-test of the proposed system was done in 2 barangays in Pandi, Bulacan in 1995 and 1996. As a result of the pilot-test, the CBMS design was further refined and documented in the paper by Reyes and Ilarde\(^3\) in 1996. A second round of CBMS survey was conducted in the same barangays in 1999. The survey was used to look at the impact of the Asian financial crisis and the El Niño weather phenomenon in 1997 and 1998\(^4\).

The CBMS was implemented province-wide in Palawan in November 1999\(^5\) with the second round conducted in 2002. The success of the initial implementation of CBMS in Palawan paved the way for the collaboration with Puerto Princesa City, which started its implementation in November 2001. As of date, there are upcoming collaborations with four (4) cities/municipalities namely: Labo, Camarines Norte, Mandaue City, Davao City and Quezon City. These local government units expressed interest in the implementation of CBMS in their localities.

**Features of MIMAP-CBMS**

Unlike MBN and CBPIMS approaches, CBMS calls for the aggregation of the household data to barangay, municipal, provincial and national levels (See Figure 1). This makes the CBMS data useful at all geopolitical levels. Likewise, the questionnaire contains the core indicators as well as other indicators that the LGUs would like to be included.

Moreover, this system is responsive to the needs of the LGUs as it:

- Adopts the concept of mobilizing and developing the capability of communities for data generation and utilization;
- Disaggregates the collected information into functional groups;
- Reports the data collected to the higher geopolitical level for immediate intervention to address welfare gaps among vulnerable groups, and ultimately reaches macroeconomic planners in order to influence adjustment programs;

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\(^3\) Refer to the paper "A Community-based Monitoring System for Poverty Tracking" by Celia M. Reyes and Kenneth C. Ilarde, April 1996.

\(^4\) See MIMAP Project Updates, June and December 1999.

\(^5\) Refer to the paper "Utilizing a Community-based Monitoring System (CBMS) for Development Planning in the Province of Palawan" by Anne Bernadette E. Mandap, November 2001.
Creates and maintains databanks at each geopolitical level;

Utilizes the information generated by monitoring systems already in place as a support indicator system;

*Uses of MIMAP-CBMS Data*

The information collected will be made available to the planning bodies, program implementors and other interested organizations through data boards at all geopolitical level, computerized databanks at the municipal and provincial levels and publications. This aims to provide relevant inputs in formulating programs and policies.

The information from the CBMS may be used at all geopolitical levels:

- To monitor regularly the welfare conditions of households and individuals
- To provide inputs to development plans and socio-economic profiles
- To provide the basis for resource allocation
- To help identify target beneficiaries for programs and projects
- To provide inputs for program design, implementation and monitoring

*MIMAP-CBMS Implementation: Developments and Future Directions*

The CBMS experience in Palawan has drawn interest from national government agencies and other LGUs as well.

*Province of Palawan*

The provincial government of Palawan formally operationalized the province-wide implementation of the CBMS in November 1999 through a joint effort with the municipal government units of Palawan as signified in the Executive Order No. 15 issued by Governor Salvador P. Socrates. MIMAP-Philippines provided technical assistance but the province shouldered all the direct costs in the implementation of the CBMS. The CBMS household survey was conducted in the first quarter of 2000 covering 354 out of the total 426 Barangays in 21 out of the total 23 municipalities.

Through the results of the CBMS survey in 2000, the provincial government was able to assess the human development of the province and its municipalities. The data has also been used in goal formulation, target-setting, impact monitoring specifically on its effect on people's welfare condition and for goal and policy adjustments. Because of the benefits of CBMS, the provincial government restructured its local development planning to incorporate CBMS data. This was manifested in the Executive Order No. 3, issued in
January 2002 by the Honorable Joel T. Reyes, Governor of Palawan, which mandates the following:

(a) The use of CBMS data as a basis for planning;

(b) Synchronizing the time frame of planning activities; and

(c) The allocation of 20 percent development fund of all LGUs to CBMS-based plans.

Also, the Provincial Government of Palawan used the results of CBMS in 2000 as inputs in its first Human Development Report (HDR).

Palawan is currently implementing the second round of CBMS survey. As of November 2002, 5 municipalities, namely Aborlan, Cuyo, El Nido, Magsaysay, and Narra have completed the data collection and processing and are in the validation stages in their CBMS process. The other municipalities are still in the collection and processing stages.

**Puerto Princesa City**

In 2001, the City of Puerto Princesa adopted the CBMS with survey implementation in 12 pilot barangays.

Data from the CBMS in Puerto Princesa are now available, as processing and validation of results in 8 barangays were completed and partial processing and validation of the remaining 4 barangays are still being done. The data are now being used by data users like the planning office, students and other researchers, which has interests in these selected barangays. Furthermore, the 8 databoards showing the various CBMS indicators are now available in the planning office.

As an added feature, Geographic Information System (GIS) was used to translate the CBMS data into maps. This was done to make the data from the CBMS more meaningful as well as for simpler and easier special analyses of some selected indicators. This was done in the barangay, purok and household levels. The results for the purok level proved to be very useful in determining priority areas while at the household level it became the basis in identifying eligible household beneficiaries for targeted interventions.

**Developments at the National Level**

Last November 2002, a national conference on community-based monitoring system was held in Palawan. Among those who were present to assess the implementation of CBMS in the province as well as in Puerto Princesa City were officials from NGAs, namely, National Anti-Poverty Commission (NAPC), National Economic and Development Authority (NEDA), DILG and the DSWD. All have agreed on the
usefulness of CBMS for planning, budgeting, and execution of projects. They encouraged all LGUs to adopt the system.

At the national level, institutionalization of a local poverty monitoring system at the national level, a mechanism for targeting poor communities and assessing the impact of poverty reduction programs, has been proposed to national government agencies. The design of the proposed system and the list of core indicators to be considered, which was based from an extensive evaluation of existing monitoring systems in the country, were initially presented by Dr. Celia M. Reyes, MIMAP-CBMS International Network Leader for review. The proposed system will soon be presented to an expanded group that will include representatives from the leagues of local authorities and basic sectors. As of date, the list of core indicators has been adopted by concerned agencies.

There will also be a meeting with the Department of Budget and Management and donor agencies to discuss resource requirements in setting up the system. A joint memorandum circular of National Anti-Poverty Commission (NAPC) and DILG with other agencies will be developed to indicate responses to policy institutional issues and arrangements among key stakeholders.

**International Level**

Following the successful implementation of CBMS in the Philippines, similar initiatives were also undertaken in other countries under the MIMAP Program. These countries are Burkina Faso, Bangladesh, Vietnam, India, Lao PDR, Nepal, Vietnam, Senegal and Sri Lanka.

The extent of CBMS work, however, varies across countries in terms of level of research development and implementation, methodologies, and indicators being monitored. A network has been established to coordinate these CBMS activities for facilitating the development and utilization of the system for policymaking and governance.

**VI. Conclusions**

There are various systems of data generation and reporting which are useful for monitoring poverty and its multidimensional aspects. The national surveys however, do not address the needs of national government and LGUs for targeting eligible beneficiaries. Data are available at the provincial level and only few are available at the municipal level. Moreover, some indicators overlap in several surveys. Resources can be used efficiently if just one survey, covering dimensions of poverty, will be implemented. MIMAP-CBMS is one survey that can be implemented to answer the needs of national government.

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6 Based on the paper, "Diagnosing Poverty at the Local Level", prepared by Dr. Celia M. Reyes, CBMS International Network Leader and MIMAP-Philippines Project Director for DILG, NAPC and NEDA. April 2002
Meanwhile, the existing CBMS being adopted by the government, namely, MBN and CBPIMS approaches have been able to identify unmet needs at the local level and this has been the basis for action in some of the barangays. However, data have not been processed enough to be used as policy inputs. Data have to be compiled into a database and made available to policymakers. Moreover, the data have to be consolidated beyond the barangay level to be useful for prioritizing resource allocation across provinces and municipalities.

In terms of indicators, MBN and CBPIMS cover more than the minimum basic. It is important to include only a core set of indicators to make the system viable.

These assessments on the different monitoring systems have been beneficial on the continuing work of MIMAP on the CBMS. Not only it has incorporated the best features of the existing poverty monitoring systems but likewise added new features to address the weaknesses.

Meanwhile, the successful MIMAP-CBMS operations in the province of Palawan have paved the way for the upcoming implementation of the system in other LGUs. This will help in further disseminating the utilization and importance of the system in local governance.

At the national level, the continuing advocacy of MIMAP-Philippines in the adoption of MIMAP-CBMS to national government agencies is starting to be realized with the core set of indicators being adopted by concerned agencies as a first step. Continuous meetings with technical working group involved in developing local poverty monitoring system will hopefully pushed for its eventual institutionalization. Meanwhile, at the international level, the development of a network of countries, institutions, researchers, and experts working on CBMS provides an avenue for development and sharing of best practices and facilitate the conduct of capacity building and advocacy activities.
References


