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Learning from CBMS Implementation: Selected Case Studies

Victoria Bautista (ed.)

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Learning from CBMS Implementation: Selected Case Studies

Edited by

VICTORIA A. BAUTISTA

University of the Philippines Open University

For the Angelo King Institute School of Economics and Business of the De La Salle University

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Acknowledgment

The research team acknowledges the opportunity to conduct this study through the grant extended by the Community-based Monitoring System Network Coordinating Team of the Angelo King School of Economics and Business Studies of the De La Salle University, funded by the International Development Research Center through the Poverty and Economic Policy Project. The study has provided a wealth of insights on the actual advocacy and implementation of the Community-based Monitoring System. The field exposure has contributed to the growth of the researchers in terms of the appreciation of the technology. The field exposure has also enabled them to witness the improvement in governance of the different local government units.

The team would like to express appreciation to the key informants who shared their reflections and experiences to enable the team to document the dynamics of implementation of CBMS in the different local government units visited. The secondary materials provided by the local government units helped in appreciating detailed facts on CBMS advocacy and implementation.

The teaching of governance could be enhanced by this report and the team members hope to contribute to the advocacy of CBMS by sharing their own reflections in their own academic work, enriched by the case reports they were able to undertake.
INTRODUCTION AND METHODOLOGICAL APPROACH

Victoria A. Bautista

BACKGROUND AND CONTEXT OF THE STUDY

The CBMS and its Importance

The Community-based Monitoring System (CBMS) is an information system designed to address the problem of poverty. It is the first community-based information system that has been implemented in the Philippines (Reyes et al. 2004). It entails the adoption of a set of indicators in order to ascertain the quality of life of the members of the community, particularly at the level of the barangay, deviating from the usual mode of using income indicators to ascertain poverty in the Philippines that normally depicts poverty at the national, regional and provincial levels.

At present, there is a total of 14 indicators advocated for adoption at the barangay level drawn from every household, although its initial year (1992) as a project undertaken by the Philippine Institute of Development Studies (PIDS) called the Micro Impacts of Macroeconomic Adjustment Policies (MIMAP), there were 11 indicators. In 1994, 18 indicators were adopted. Modifications took place four more times brought about by changing needs and concerns expressed by various stakeholders. (See Appendix A for the changes in the CBMS indicators as advocated through the years.) Altogether, the key basic needs that these indicators hope to assess pertain to basic health, nutrition, housing, water and sanitation, basic education, income, employment, peace and order, and people participation in governance.

The indicators that were dropped in the last two modifications (2003 and 2004), pertained to citizen participation in governance. It is noticeable that in the last two modifications, indicators used were more operational than in the 1994 when the indicators were formally labeled as CBMS, when it was implemented (i.e., shifting from malnutrition rate to proportion of children who are malnourished 0-5 years old). In the 1994, 1996 and 2002 lists, the indicators had both unmet (malnutrition prevalence, child mortality, etc.) and met (employment and participation rate in elementary and secondary schools) needs. Beginning in 2003, there was more consistency in the way the indicators were stated (negatively stated or unmet needs), with the addition of one more indicator in 2004 to capture maternal mortality concern in the Millennium Development Goals (MDGs), advocated by the Department of the Interior and Local Government (DILG 2004). New indicators could be added by the local government unit, to accommodate the locality’s peculiar needs and requirements.

As designed, CBMS can aid the different phases of the management cycle in local government units. Advocates of CBMS consider the approach not just a data collection system but is “intended to promote evidence-based decisionmaking” (Celia
Reyes et al. 2004: 17) as indicators are established in order to assess quality of life, enabling local decisionmakers to make rational judgments. In planning, it is able to provide data about the location of and extent of needs of people to be able to seek them out, and therefore a tool for focused targeting. In addition, apart from targeting persons whose needs have not been met, the data set can also direct those involved in planning about the possible projects that can be introduced in order to address the unmet needs.

In the monitoring and evaluation phase, the regular collection of CBMS indicators can provide baseline data against which subsequent information can be collected to ascertain how much progress has been made by a given local government unit. Impact can be witnessed since the indicators collected reflect the condition of the population, and not just about services rendered to uplift the condition of the community.

Hence, CBMS advocates consider the installation of the system as a tool to “improve governance” because it provides the opportunity for local government units to “develop policies and programs” (Reyes et al. 2004: 17) that could aid the decentralization process. CBMS also provides an alternative to data collection about the poverty situation as data are aggregated at the macro-level, often conducted by the National Statistics Office. While the data sources of the National Statistics Office are from national censuses and sample surveys drawn from the population as respondents, these data often do not provide information of local levels below the province, in order to aid local decisionmaking (Reyes 2004: 15). Furthermore, poverty data primarily utilize income indicators, and do not make reference to other basic needs. The CBMS is a tool that addresses both income and non-income indicators that could help decisionmakers define areas that would necessitate intervention as CBMS provides a multidimensional view of poverty situation.

**History**

CBMS was started in year 1992 when the Micro Impacts of Macroeconomic Adjustment Policies (or MIMAP) Project was proposed by two technical experts of the Philippine Institute for Development Studies or PIDS (Reyes et al. 2004: 17-21), under the International Development Research Center grant from Canada. The system was pilot-tested in two barangays in Pandi, Bulacan by the team of Dr. Celia Reyes in 1995 to 1996 which paved the way for its modification in 1999, when the second round of the CBMS was implemented in the two pilot barangays. The second survey was used to look at the impact of the Asian financial crisis in 1997 to 1998.

MIMAP Project was eventually housed by the Policy and Development Foundation Incorporated before it was transferred to the Angelo King Institute of Economic and Business Studies of the De La Salle University in 2001. CBMS is now being implemented by the CBMS Network Coordinating Team, still based at the Angelo King Institute (Jaz Asirot May 23, 2006). The key role as Coordinator of the Team Leader of CBMS Network Coordinating Team in the Philippines, Dr. Celia Reyes, in the CBMS International Network enables the Philippines to connect and collaborate with various countries. At present, CBMS Network in the Philippines obtains assistance from
the Poverty and Economic Policy Project, also of the International Development Research Center (Policy and Economic Development Project 2006).

An important development in the advocacy of the use of the CBMS in the Philippines was the adoption of the core set of indicators in the Seventh En Banc Meeting of the National Anti-Poverty Commission through the En Banc Resolution that set the tone for the issuance of the Department of the Interior and Local Government Circular in 2003. This directive contained the policy guidelines for the adoption of the core local poverty indicators as a tool for the preparation of a Local Poverty Reduction Action Plan (Reyes et al. 2004: 18). CBMS has also received clearance from the National Statistical Coordination Board (NSCB) in November 2005 by its Statistical Survey Review and Clearance System indicating that the CBMS has a sound design for data collection and officially endorsed by the NSCB for implementation in the Philippines (CBMS Network Updates 2006b).

At present, CBMS is being implemented in 15 provinces covering 157 municipalities, 12 cities and 4,279 barangays (CBMS Network Updates 2006a).

**Institutional Features in Installing the CBMS and Steering for CBMS Implementation**

As conceptualized by the CBMS Network Coordinating Team, CBMS hopes to harness the participation of the different members of the local government unit. Thus, at the barangay level, the Team considers the importance of tapping barangay monitors, nongovernment organizations and people’s organizations, to benefit the barangay development council, program implementers and other data users. In the higher levels of the local government unit, focal persons for CBMS are expected to be harnessed to assist in overseeing the implementation of CBMS in lower level local government units.

Thus, the implementation of CBMS starts with the expression of interest of the local government unit to adopt the system. Thereafter, the CBMS Network Coordinating Team undertakes preparatory activities. This phase starts with an evaluation of data requirements of the local government unit and existing monitoring systems. In case there are additional needs beyond what CBMS is able to offer, these are incorporated in the core data collection and processing instruments for the area (Reyes 2004: 122.-129).

The work plan is then formulated between the CBMS Network Coordinating Team and the local government unit for the use of CBMS in evidence-based planning and program implementation, followed by the mobilization of resources for CBMS (i.e., human, financial and physical resources to conduct training workshops, data collection, data processing/consolidation, validation of data, database management and dissemination).

Actual implementation activities entail the data collection process which means that the survey instruments had been reproduced and ready for implementation by the household enumerators who are the volunteer workers of the barangay like the barangay
health workers (BHWs) and the barangay nutrition scholars (BNSs). Their work could be supervised by the barangay captain or other officers of the village. Targeted completion date is one month with each enumerator expected to implement at least 10 instruments per day.

Data processing follows data collection and can be done manually, by computer or both. Data are obtained from the household profile, tallied in the purok tally sheet, computed for statistical profile, aggregated at the barangay level using the barangay tally sheet, consolidated at the municipal level for barangay data, and then consolidated at the provincial level for municipal data.

For the computerized processing, the CBMS computerized data processing system (CBMS-CDPS) was developed to process household-level information gathered through the CBMS survey (Interview of Kenneth Ilarde July 28, 2006). There are three freewares used in the CBMS computerized processing system and these include: (1) the CBMS data computerized encoding system (CSPRO-based), a software package for entering, editing, tabulating, and disseminating data from censuses and surveys; (2) the CBMS Indicator Simulator, an interface to output the needed CBMS indicators from the encoded data; and (3) the CBMS-NRDB, the software used to store all information (spatial and non-spatial data) gathered from the CBMS survey.

Validation activities are also undertaken during the implementation phase, where the results of the survey are expected to be presented before the barangay captain, development council members, BHWs and BNSs, enumerators, other officers of the barangay such as teachers, sector representatives, indigenous leaders and people from the community (Reyes et al. 2004: 138). This activity is an opportunity to reflect on the accuracy of the information collected. The validation stage is also a venue to search for possible interventions to respond to priority unmet needs.

As a result of the validation process, the socio-economic profile and the barangay development plan using CBMS processed data are advocated to be formulated. Since CBMS data provides baseline information at the local level, a writeshop on the Preparation of Socio-economic Profile and Barangay Development Plan using CBMS Data was conceptualized to promote the use of CBMS information for the preparation of reports, plans, proposal and other related documents for LGUs (Kenneth Ilarde July 28, 2006). A writeshop is a very intensive process aimed at bringing together a range of relevant stakeholders to produce a publication in a very short time. Participants of the writeshop include the Barangay Captain, Barangay Secretary, Barangay Treasurer, members of the Sangguniang Pambarangay, the lead enumerator or team leader, and other barangay officials. The objective is to develop the materials, revise and put them into final form as quickly as possible. At the end of the module, the participants should be able to 1) discuss the basic features of local development planning, 2) identify the major actors in the activities of planning and their responsibilities, 3) explain and interpret the data gathered from CBMS, and 4) prepare a draft Barangay Development Plan based on CBMS survey results. The sources of data for the socioeconomic profile and the barangay development plan include:
validated CBMS Survey Results, documentation of validation workshop in the barangay, completed Barangay Profile Questionnaire, Barangay Spot Map, CBMS Maps, list and description of existing projects and programs in the barangay, list of proposed projects for the barangay in response to the top problems identified during the CBMS validation workshop and also discussed during a barangay development council meeting, other relevant administrative reports/documents, other existing database.

A workbook is used to guide participants through the writing process. A **BDP Template** is also available which will serve as a style-guide in encoding the workshop outputs. General guidelines and tips for writing the SEP are discussed first before every writing session. There is sharing of learning experiences after every writing session. At the end of the sessions, a draft of SEP & BDP is produced.

Other activities in the implementation phase include updating/correcting encoded data and dissemination of findings to local officials and funding institutions.

**Social Preparation for CBMS**

Because of the technical requirements to institute the CBMS in local government units, it is considered important for capability building workshops to be conducted. The role of the CBMS Network Coordinating Team in the initial stages of gestation of CBMS is crucial. At present, it advocates the implementation of five training modules in order to equip planners and implementers in the different local government levels (CBMS Network Coordinating Team 2006).

Module 1 (Data Collection) which is conducted for three days aims to provide a general orientation on the background and rationale of CBMS, exercises on how to conduct the survey, and exercises on how to administer the instruments for the household and for the community. This module is to be spearheaded by the provincial and municipal focal persons and/or trainors.

Module 2 (Manual Processing) provides orientation on the manual processing of data. This is a two-day training and targets community volunteers, who are at the same time the enumerators in the local government unit. Processing entails orientation on the computation of proportions and rates, which are obtained from the data drawn from the households and tallied using a tally sheet per purok. Setting up data boards is also taught to the participants.

Modules 3 (Encoding and Processing of Data through Computer Operations) introduces participants to computerized processing using three softwares. One software is the Census and Processing Software or CSPRO which can be used for encoding and processing of raw data and the Natural Resource Database (NRDB) that can be used in digitizing barangay spotmaps. The NRDB was developed by Mr. Richard Alexander, a British volunteer working for the Bohol Environment Management Office, through the assistance of Voluntary Service Overseas (CBMS Network Coordinating Team 2006). NRDB became an official component of CBMS in 2003. There is also the CBMS
Indicator Simulator, an interface to output the needed CBMS indicators from the encoded data.

Module 3 is also a two-day training workshop and therefore entails encoding and processing of raw survey data and digitizing the barangay spotmaps.

Module 4 (Data Consolidation and Database Management) focuses on data collection and database management. This module orients participants on how to consolidate encoded household data with digitized maps to form the CBMS database for the barangay. The participants are expected to create data structure for a barangay or municipal database. The participants are prepared to produce indicator maps for the CBMS core and other related indicators. This is also a two-day workshop.

Module 5 (Report Writing) is on report writing and was conceptualized in order to promote the use of CBMS in the preparation of reports, plans, proposals and other related documents for the local government unit. This is held for three days and targets the barangay captain, barangay secretary, barangay treasurer, members of the sanggunian, the lead enumerator or team leader and other barangay officials. For instance, this workshop was conducted for the municipality of Labo and Pasay City in order to assist the technical staff in the preparation of the Socio-economic Profile of the locality.

However, there is a move on the part of the CBMS Network Coordinating Team to give the local government unit an option to select between manual and computerized processing, depending upon the availability of the computer in the area (Interview of Kenneth Ilarde, May 24, 2006). However, computer processing is the one encouraged to ensure that the profile of individual households can be culled easily which could facilitate the targeting process. Manual processing limits this capability.

**CBMS Indicators and Related Initiatives**

Apart from CBMS, other moves to install a community-based information system were undertaken by no less than the government, started under the Ramos Administration (see Bautista 2002: 7-48). With a total of 33 development indicators labeled as minimum basic needs (MBN), the system was imparted through the DILG in partnership with then, Presidential Commission to Fight Poverty, later reorganized to the National Anti-Poverty Commission.

Apart from the DILG structure, MBN was also adopted as the set of indicators in the implementation of the flagship program of the Department of Social Welfare and Development (DSWD) called the Comprehensive and Integrated Delivery of Social Services (CIDSS). CIDSS provided funds to support projects to respond to unmet MBNs applied for by the people’s organization leaders under the CIDSS program. While DILG and DSWD subscribed to the importance of MBN in focused targeting (identifying individuals who are poor), convergence of effort of various stakeholders, and community-based approach by involving the community in the different phases of
governance of poverty alleviation, CIDSS invested in community mobilization by deploying CIDSS organizers in three poorest barangays in 5th and 6th class municipalities.

Because of the weakness of MBN system as it counted households with problems and not individuals who are affected by these problems, the Community-Based Poverty Indicator Monitoring System (CBPIMS) was pilot-tested in six provinces, and started to improve reckoning according to the total population of affected individuals vis-à-vis households in the barangay. The National Economic and Development Authority (NEDA), together with the National Statistics Office, undertook this pilot study.

See Appendix B for a listing of the MBN indicators. It may be noted that the MBN indicators were negatively stated and could show the magnitude of the unmet need on a household basis.

Because of the lengthy set of indicators implemented in MBN, the indicators were trimmed down through the recommendation of a study team, with Dr. Celia Reyes being a key person in this team. This study team was convened by the National Anti-Poverty Commission. The set of indicators that was recommended by this team actually consolidates the CBMS initiatives and those of the government. The current set of indicators focus on impact rather than input-process-output criteria that could be seen in the MBN indicators. Now labeled as the Core Local Poverty Indicator Monitoring System (CLPIMS), it is sometimes called 13 plus 1, because of the inclusion of one MDGs indicator (maternal mortality) to the 13 basic needs indicators. The CLPIMS also focuses on individuals affected by the problem, and not the household as the unit of analysis, the latter being a feature in MBN. The focus of CLPIMS on the total number of household members affected by a basic need problem is reminiscent of the approach started in CBMS. The CLPIMS is advocated by the Department of the Interior and Local Government (DILG) to all local officials through a Memorandum Circular (No. 2003-92) to officially adopt the system in the preparation of the Local Poverty Reduction Action Plan. CLPIMS indicators are negatively stated like the MBN.

There is an existing collaborative work between the CBMS Network Coordinating Team with the DILG-Bureau of Local Government (BLGD) since 2005. CBMS has since been advocated by the DILG in localizing the MDGs. Trainors from DILG-BLGD had also been trained on the different CBMS modules, who in turn trained local government units (Jaz Asirot, May 23, 2006). Three provinces (i.e., Marinduque, Masbate and Camiguin) are being piloted for the implementation of the CBMS under the supervision of the DILG (NAPC 2006).

Other institutions interested to partner with the CBMS Network Coordinating Team include, from the government, the Office of the Presidential Assistance on the Peace Process, Philippine Center for Population and Development, and League of Municipalities; and from international organizations, Social Watch Philippines, United Development Program, United Nations Fund for Population Activities and the World Bank (CBMS Network Updates 2006a).
RESEARCH THRUST

The Community-Based Monitoring System has been operational for several years now and has to be assessed for the governance dimension of its implementation. It is important to examine the dynamics of social preparation and mobilization for localities to undertake the program, as well as how the institutionalization of the system has impacted on the mechanics of implementation of the methodology in the first groups of provinces where it was implemented. Furthermore, it is also important to witness how each of the localities was able to translate the methodologies and processes as defined by the intervention and the factors that have affected their implementation at the local level. In addition, demonstrating the extent of and compliance with the intervention design could influence the extent of and level of impact on the quality of services delivered and the net effect on the quality of life of the community, as demonstrated by the change of quality of life indicators, from baseline to recent assessment. These propositions are summarized in Figure 1.

Figure 1. Framework of the Study

![Diagram]

The research undertook case studies on Palawan that implemented the technology province-wide. To witness how actual community-based monitoring system had been set up, two model municipalities were the focus of attention, and one model barangay in each municipality, which by definition of program management, had ably demonstrated the ideal components of the program.

The initiatives of two municipalities to implement CBMS were also documented, having installed the system on their own, coming ahead of its own province in the installation of the system. The experiences of the municipalities of Labo and Sta. Elena in Camarines Norte and a corresponding barangay, were documented for this purpose.

The initiative of a city to set up the system is exemplified here by the experience of Pasay City, and two model barangays which piloted the implementation of CBMS.

The study focused on the following concerns:
1. a historical view of the CBMS, how it evolved, its rationale, its program management, methodologies of advocacy, and program content/strategies for the case localities;
2. the extent of usage of the technology in the different cycles of management by the case localities;
3. the extent of participatory governance incorporated in the perspective of the province, the municipality/city and the case barangays and the levels of interface in planning, implementation, and monitoring/evaluation of the people’s organizations and other civil society groups in governance;
4. the use of computer-based technology and other innovative practices to enhance the CBMS;
5. the contribution of the CBMS methodology in improving the situation of the poor;
6. an assessment of the commitment of local officials for CBMS from the point of view of key informants, using a seven point scale;
7. an assessment of the preparation of the key implementers at the local level, using a seven-point scale;
8. the factors that facilitated the application of the CBMS;
9. the factors that hindered the successful implementation of this technology; and
10. recommendations that could be offered in order to enhance the implementation of CBMS.

**Significance of the Study**

At the practical level, the study could provide operational redirection to enhance the implementation of CBMS in various localities that are in their initial stages of implementation and could also influence the nationwide implementation of the Local Poverty Information System which CBMS subscribes to. Critical features of program implementation may be surfaced and could provide directions to the CBMS Network Coordinating Team and the local program implementers regarding the processes which could be improved.

The study will have an implication in terms of policy as the findings can be fed back to the National anti-Poverty Commission that for its advocacies to utilize the CLPIMS in the planning process and other development management work. The results of the study could disclose the importance of using CBMS to improve the local development management of poverty alleviation programs.

In academic parlance, the study will have a significant contribution to the researchers and trainors from academic-research institutions, with respect to the content and thrust of their programs towards poverty alleviation. Witnessing the peculiar experiences of localities using CBMS can help elucidate on the mechanics and impacts of setting up community-based information system in their capability building programs.

The study would have an implication on the situation of the poor as the knowledge that would be drawn from this undertaking can impact on their quality of life.
The poor may benefit from the rational and expedient results of CBMS technology in gathering information on the poor for planning, targeting and monitoring/evaluation purposes.

**Methodology**

**Study Design.** The study adopted a case study approach, highlighting the role of the local government unit which initiated the installation of the CBMS framework and the setting up of an information system on poverty for assessing other levels of local government.

The case study follows through the implementation of the technology in the different levels of local government, particularly the barangay, disclosing the mechanics applied to set up the system and the implication of the system in improving the quality of life of the poor and marginalized.

**Respondents of the Study and Other Sources of Information.** Key informants were interviewed in order to disclose the dynamics undertaken in setting up the information system. Key informants tapped were those knowledgeable about implementation of CBMS in each level of local government (i.e., province, municipality, and barangay) in order to draw their own experience in setting up this system and personal assessment of performance of other stakeholders. The specific persons interviewed would be accounted for in each case study.

A focused group discussion of community leaders (i.e., local officials and civil society groups) was conducted in order to draw the meaning and implication of the system for their respective communities. A query was made in terms of the extent of interface of the community in the setting up of the information system and in gathering and utilization of information for planning, targeting and monitoring/evaluation. Annex C shows the Interview Guide for the conduct of interviews.

Secondary data were reviewed in order to draw the profile of the localities being studied and information on the progress over a period of time using the poverty indicators adopted for planning and monitoring/evaluation. A review of the development plan of the locality was made in order to see the consistency between the information derived from the system and the actual plans formulated.

Data were primarily collected in the first week of March, simultaneously, by three teams.

**Outline of the Report**

The subsequent parts of this report contain three case studies. The first case study demonstrates the impact of CBMS when the top leadership of the province advocated for the implementation of the technology. This is witnessed in Palawan and two model municipalities (San Vicente and Brooke’s Point) and a barangay in each municipality.
(focusing on New Agutaya and Oring-oring, respectively), to demonstrate the mechanics of implementation at the community level,

The second case demonstrates the initiative of two municipalities in the province of Camarines Norte, and the corresponding barangay that demonstrates the actual implementation of the technology. The two municipalities are Labo and Sta. Elena, and with Barangay Tulay na Lupa and Barangay Poblacion, to represent each municipality, respectively.

In the third case, the initiative of a city is demonstrated and how the CBMS technology filtered down to two barangays: Barangay 179 and Barangay 184.

The last part of the report integrates the key findings of the case studies, makes conclusions and offers recommendations.

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Poverty and Economic Development Project

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Reyes, Celia M. and Kenneth Ilarde

Reyes, Celia M., Anne Bernadette E. Mandap, Kenneth C. Ilarde, Lani V. Garnace, Jasminida P. Asirot and Joel E. Barcolita

KEY INFORMANTS

Asirot, Jaz, CBMS Network Coordinating Team, May 23, 2006
### Appendix A. CBMS Through the Years

<table>
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<th>Core Indicators</th>
<th>1992&lt;sup&gt;1&lt;/sup&gt;</th>
<th>1994&lt;sup&gt;2&lt;/sup&gt;</th>
<th>1996&lt;sup&gt;3&lt;/sup&gt;</th>
<th>2002&lt;sup&gt;4&lt;/sup&gt;</th>
<th>2003 Core Local Poverty Indicators (CLPI)&lt;sup&gt;5&lt;/sup&gt;</th>
<th>2004 CLPI for MDGs&lt;sup&gt;6&lt;/sup&gt;</th>
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<td><strong>Health</strong></td>
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<td>Infant mortality rate</td>
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<td>Proportion of children’s deaths (0-5 years old)</td>
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<td>Under five mortality</td>
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<td>Child mortality (0-6 years old)</td>
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<td>Proportion of women deaths due to pregnancy-related causes</td>
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<td>Prevalence of preschool underweight</td>
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<td><strong>Nutrition</strong></td>
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<td>Proportion of children 0-5 years old who are malnourished</td>
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<td>Malnutrition prevalence</td>
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<td>Prevalence of preschool underweight</td>
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<td>Prevalence of acute and chronic malnutrition</td>
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<td>Prevalence of moderate and severely underweight</td>
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<td>Prevalence of micronutrient deficiencies (anemia, endemic goiter and exophthalmia)</td>
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<tr>
<td>Proportion of households taking one meal or less a day</td>
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<tr>
<td><strong>Housing</strong></td>
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<tr>
<td>Proportion of families in target depressed municipalities living in at least makeshift housing structure of light materials</td>
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<tr>
<td>Proportion of households living in makeshift housing</td>
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<tr>
<td>Proportion of households living in non-makeshift</td>
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</tbody>
</table>

<sup>1</sup> 1992 Core Indicators

<sup>2</sup> 1994 Core Indicators

<sup>3</sup> 1996 Core Indicators

<sup>4</sup> 2002 Core Indicators

<sup>5</sup> 2003 Core Local Poverty Indicators (CLPI)

<sup>6</sup> 2004 CLPI for MDGs
<table>
<thead>
<tr>
<th>Housing</th>
<th>Water and Sanitation</th>
<th>Basic Education</th>
<th>Income</th>
<th>Education</th>
<th>Income</th>
</tr>
</thead>
<tbody>
<tr>
<td>Proportion of households who are squatters</td>
<td>Proportion of households with no access to potable water supply</td>
<td>Proportion of children aged 6-12 years old who are not in elementary school</td>
<td>Proportion of households with income below the poverty threshold</td>
<td>Proportion of households with income above the food threshold</td>
<td>Proportion of household eating 3 meals a day/Proportion of households experiencing food shortage</td>
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<tr>
<td></td>
<td>Proportion of households who are not squatters</td>
<td>Proportion of households with access to safe (potable) water</td>
<td>Proportion of households with access to sanitary toilet facilities</td>
<td>Proportion of households with income greater than the poverty threshold</td>
<td>Proportion of households with income below the food threshold</td>
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<td><strong>Proportion of households</strong></td>
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<td>with basic possessions/no</td>
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<td>luxury item</td>
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<td><strong>Employment</strong></td>
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<td>Proportion of persons who</td>
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<td>are unemployed</td>
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<td>Employment rate</td>
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<td>Proportion of persons who</td>
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<td>Underemployment rate</td>
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<td>Rate of unemployment/</td>
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<td>underemployment</td>
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<td><strong>Peace and Order</strong></td>
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<td>Proportion of persons who</td>
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<td>were victims of crime</td>
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<td>Crime incidence</td>
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<td>Incidence of armed</td>
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<td>encounters</td>
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<td><strong>Participation</strong></td>
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<td>Proportion of households</td>
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<td>involved in at least one</td>
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<td>community organization</td>
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<td>Proportion of households</td>
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<td>who participated in formal</td>
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<td>electoral process</td>
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<tr>
<td><strong>Prices of Basic</strong></td>
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<tr>
<td>Commodities</td>
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<tr>
<td>Cost of 450 g. of staple food</td>
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<td>as proportion of average</td>
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<td>daily income wage rate in</td>
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<td>target depressed</td>
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<tr>
<td>municipality</td>
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</tbody>
</table>

Total 11 18 16 14 13 14

1 Florentino and Pedro, 1992
2 Reyes and Alba, 1994
3 Reyes and Ilarde, 1996.
4 Ilarde, Interview 2006.
### Appendix B. Minimum Basic Needs Indicators

<table>
<thead>
<tr>
<th>Basic Needs</th>
<th>MBN Indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>A. Food and Nutrition</strong></td>
<td>1. Newborns with birthweight of at least 2.5 kg.</td>
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<tr>
<td></td>
<td>2. No severely and moderately underweight children under 5 years old</td>
</tr>
<tr>
<td></td>
<td>3. Pregnant and lactating mothers provided with iron and iodine supplements</td>
</tr>
<tr>
<td></td>
<td>4. Infants breastfed for at least 4 months</td>
</tr>
<tr>
<td><strong>B. Health</strong></td>
<td>5. Deliveries attended by trained personnel</td>
</tr>
<tr>
<td></td>
<td>6. 0-1 years old fully immunized</td>
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<tr>
<td></td>
<td>7. Pregnant women given at least 2 doses of tetanus toxoid</td>
</tr>
<tr>
<td></td>
<td>8. Not more than 1 diarrhea episode per child below 5</td>
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<tr>
<td></td>
<td>9. No deaths in the family due to preventable causes</td>
</tr>
<tr>
<td></td>
<td>10. Couples with access to family planning</td>
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<tr>
<td></td>
<td>11. Couples practicing family planning in the last 6 months</td>
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<tr>
<td></td>
<td>12. Solo parent availing of health services</td>
</tr>
<tr>
<td><strong>C. Water and Sanitation</strong></td>
<td>13. Access to potable water (faucet/deep well within 250 meters)</td>
</tr>
<tr>
<td></td>
<td>14. Access to sanitary toilets</td>
</tr>
<tr>
<td><strong>D. Clothing</strong></td>
<td>15. Family members with basic clothing (at least 3 sets of internal and external clothing)</td>
</tr>
<tr>
<td><strong>A. Shelter</strong></td>
<td>16. House owned, rented or shared</td>
</tr>
<tr>
<td></td>
<td>17. Housing durable for at least 5 years</td>
</tr>
<tr>
<td><strong>B. Peace and Order/Public Safety</strong></td>
<td>18. No family member victimized by crime against person</td>
</tr>
<tr>
<td></td>
<td>19. No family members victimized by crime against property</td>
</tr>
<tr>
<td></td>
<td>20. No family member displaced by natural disaster</td>
</tr>
<tr>
<td></td>
<td>21. No family member victimized by armed conflict</td>
</tr>
<tr>
<td><strong>C. Income and Employment</strong></td>
<td>22. Head of family employed</td>
</tr>
<tr>
<td></td>
<td>23. Other family members 15 years old and above employed</td>
</tr>
<tr>
<td></td>
<td>24. Families with income above subsistence threshold level</td>
</tr>
<tr>
<td><strong>A. Basic Education and Literacy</strong></td>
<td>25. Children aged 3-6 attending day care/preschool</td>
</tr>
<tr>
<td></td>
<td>26. Children 6-12 years old in elementary school</td>
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<tr>
<td></td>
<td>27. Children 13-16 years old in high school</td>
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<tr>
<td></td>
<td>28. Family members 10 years old above able to read and write and do simple calculation</td>
</tr>
<tr>
<td><strong>B. People’s participation</strong></td>
<td>29. Family members involved in at least 1 people’s organization</td>
</tr>
<tr>
<td></td>
<td>30. Family members able to vote at elections</td>
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<tr>
<td><strong>C. Family Care/Psychosocial Needs</strong></td>
<td>31. Children 18 years old and below not engaged in hazardous occupation</td>
</tr>
<tr>
<td></td>
<td>32. No incidence of domestic violence</td>
</tr>
<tr>
<td></td>
<td>33. No child below 7 years old left unattended</td>
</tr>
</tbody>
</table>
Appendix C
Interview Guide for the Province/City/Municipality/Barangay

Name of LGU Considered Here: _____________________________

Target Key Informant(s): Provincial/Municipal/City Planning and Development Coordinator for the province/city/municipality; Barangay Secretary/Barangay Captain/ Enumerator for the barangay) or other persons most knowledgeable about the implementation of CBMS in the area (Can be interviewed singly or through Focus Group Discussion). Please document the person/s interviewed and the designation in the locality

A. CBMS Processes

1. Advocacy and Work Plan Stage

   a. Organizing stage

   1) When did the advocacy for CBMS start in your locality (i.e., province/city/municipality/barangay)? Who advocated in your locality? What was the initial reaction of your locality to CBMS? Who thought of introducing and adopting CBMS in your locality?

   __________________________________________________________________________________________
   __________________________________________________________________________________________
   __________________________________________________________________________________________
   __________________________________________________________________________________________

   2) What is the form of support provided by your province/municipality/city/barangay in order to set up CBMS in your locality? (Was an executive order passed by the governor? Mayor? How about the local sanggunian, was a resolution or resolutions passed in order to provide support to it?) What is the gist of the executive order and/or resolution passed to support CBMS?—PLEASE GET A COPY OF EACH DOCUMENT AS MUCH AS POSSIBLE)

   __________________________________________________________________________________________
   __________________________________________________________________________________________
   __________________________________________________________________________________________
   __________________________________________________________________________________________

   3) How would you rate your local chief executive’s (governor/mayor/barangay captain) commitment to CBMS, in a scale from 1 to 7 with 7 as the highest rating?

   1____ 2____ 3____ 4____ 5____ 6____ 7
4) How would you rate your local sanggunian’s commitment to CBMS, in a scale from 1 to 7 with 7 as the highest rating?

1 _____ 2 _____ 3 _____ 4 _____ 5 _____ 6 _____ 7

5) What is the locality’s rationale for the adoption and implementation of CBMS?

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6) Is there a CBMS Technical Working Group set up for the locality? Who are the persons involved and what are their designations? How about the responsibilities of each one? How do you rate the extent of involvement of each institution?

<table>
<thead>
<tr>
<th>Persons Involved At present</th>
<th>Indicate agency/group being represented</th>
<th>Indicate if (1) national government (NGA), (2) local government (LGU), (3) nongovernment organization (NGO), (4) private sector (PSO), (5) people’s organization (Pos)(6) other groups</th>
<th>Key Responsibilities of each one</th>
<th>Rating (Rate in a scale from 1 to 7, 7 being the highest)</th>
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</tbody>
</table>

7) How were the members selected to be members of the CBMS Team?

________________________________________________________________________
________________________________________________________________________

8) How long has the CBMS Technical Working Group been functioning?
9) Does it meet regularly? How often in a year?

10) Are there innovations introduced regarding advocacy of CBMS? What are these? Kindly describe each one.

b. Mobilization of resources  (GET hard copies of budgetary plan or expenditure items, preferably expenditure items and other products like publications)

1) Are there persons involved from your locality as: trainors, supervisors, enumerators and data processors? What agencies do they represent? Does each get additional compensation for this role? What is the additional compensation per month? Or is this a full-time job?

<table>
<thead>
<tr>
<th>Persons Involved At present</th>
<th>Indicate agency/group being represented</th>
<th>Indicate if (1) NGA, (2) LGU, (3) NGO, (4) PSO, (5) POs (6) other groups</th>
<th>Role in CBMS (trainor?, supervisor, enumerator, data processor?)</th>
<th>Additional Compensation or Full-time job?</th>
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</table>

2) How were the trainors, supervisors, enumerators and data processors selected for their tasks? Did they undergo a selection process?
2. Data Collection

a. What is the specific role of the locality in data collection? (Does it decide for instance how often this is to be undertaken? And when?)

b. In actual data collection (at the barangay level, what instruments are used?)

<table>
<thead>
<tr>
<th>Instruments</th>
<th>Please check what applies</th>
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</thead>
<tbody>
<tr>
<td>Household profile questionnaire</td>
<td></td>
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<tr>
<td>Barangay profile questionnaire</td>
<td></td>
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<tr>
<td>Barangay spotmap</td>
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<tr>
<td>Other Instruments used, please specify:</td>
<td></td>
</tr>
</tbody>
</table>

c. Were modifications made on the instruments used and what are these? (Are there other indicators adopted in the instrument? What are these?) Who initiated these modifications and for what purpose was this made? What processes were undertaken to have these approved/institutionalized?

d. How often has data collection of CBMS been made since it was started? When?
e. Are there innovations introduced regarding data collection? Please describe.
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3. Data Processing

a. What is the role of the locality in data processing? Who processes the data collected in the LGU? (Who tallies the data? Who consolidates?)
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b. Is this manual or computerized? Who helped set up the system and who spent for it?
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b. Has the LGU adopted the CSPRO (Census and Survey Processing System recommended by CBMS Network Coordinating Team? If so, how do you assess the system when you adopted it? If no, why not?)
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d. Has it adopted the CBMS-NRDB spatial database program? If so, how do you assess the system when you adopted it? If no, why not?

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e. Are there other innovations introduced with respect to data processing? Kindly describe the innovations.

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4. Data Validation (Barangay Level)

a. What are the processes adopted in the community (barangay) in order to validate the data?

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b. Who are involved in the validation process? Was there an effort to involve community residents? How are the representatives selected in the validation process?

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c. What modifications had been made, if necessary, resulting from the validation process?

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5. Establishment of Data Banks

a. Are data banks set up in the locality (province/city/municipality/barangay)? What data are collected in the locality?
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b. Who manages the data base in the locality? (who incorporates the corrections made during the validation process?)
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6. Dissemination of Information

a. What are the tools adopted to disseminate information on the indicators?

<table>
<thead>
<tr>
<th>Information Materials Used</th>
<th>How Often Disseminated/Applied in a Year?</th>
<th>Target Audience</th>
</tr>
</thead>
<tbody>
<tr>
<td>Publication (What type? Newsletters? Brochures)</td>
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<tr>
<td>Digitized maps?</td>
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<tr>
<td>Online databases</td>
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</tbody>
</table>
c. Did the local government use the information and for what purpose?

- Focused Targeting—of Localities? Specific individuals? What were the criteria adopted to identify them (localities/individuals)

- Planning/Identifying projects to respond to basic needs with problems?
  Get sample development plan that resulted from CBMS. Who are involved in planning process? Are NGOs and community representatives involved in the process? What specific cut-off marks had been used to decide on what problem CBMS indicators will be prioritized?

- Impact monitoring?—Is there a sample report/analysis done on the data?

- Other uses of CBMS (please describe)
7. What is the budget allocation for CBMS activities by your locality and for what activities? (See if you can get over a period of time)

<table>
<thead>
<tr>
<th>Possible Activities</th>
<th>Amount Invested/Spent (for the Last Round of Data Gathering)</th>
<th>Source of Support (i.e., LGU, National Government Agency, NGO, Private Sector, Community Support, voluntary Work)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Training workshop (for data collection? Data processing? Validation)</td>
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<tr>
<td>• Meals of participants</td>
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<tr>
<td>• Reproduction of materials (like what? Questionnaires? Manuals?)</td>
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<tr>
<td>• Rental of equipment (LCD, computers?)</td>
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<tr>
<td>• Venue</td>
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<tr>
<td>• Other costs</td>
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<tr>
<td>Cost of enumerators (number of households per day for how many working days?)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Data Collection</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Reproduction of survey form (cost per page x number of pages)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Honorarium/incentives to enumerators</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Data Processing/Consolidation</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Reproduction of tally sheets for manual or computer processing?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Honorarium or incentives to processors?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Validation workshop (Spell out items for expenditure if possible)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>•</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
### Database Management
- Computer hardware?
- Supplies?

### Dissemination
- Validation exercises *(note how often this is made)*
- Publication of CBMS related reports *(Get copy—Note how often this is made)*
- Meeting to present CBMS results—*(please note to whom results are presented)*

### B. Reflections on the CBMS Experience

1. On the whole, what has CBMS contributed to your locality? How would you describe your locality prior to the installation of the CBMS (i.e., how was planning undertaken of development programs and projects? How about identification of target beneficiaries)?

2. How do you rate the preparation of your team for CBMS, in a scale from 1 to 7 with 7 as very good and 1 as very poor?

   Very poor 1 2 3 4 5 6 7 Very good

3. How satisfied are you with the preparation/mobilization effort undertaken by the CBMS Team, in a scale from 1 to 7 with 7 as very satisfied?

   Very dissatisfied 1 2 3 4 5 6 7 Very satisfied

4. What do you think are the factors that facilitate the implementation of CBMS in your locality?
5. What are the factors that hinder/hamper the implementation of CBMS in your locality?
_____________________________________________________________________
_____________________________________________________________________
_____________________________________________________________________
_____________________________________________________________________

6. What are your recommendations in order to enhance the implementation of CBMS in your locality?
_____________________________________________________________________
_____________________________________________________________________
_____________________________________________________________________
_____________________________________________________________________
_____________________________________________________________________

7. What are your recommendations in order to ensure the sustainability of CBMS in your locality?
_____________________________________________________________________
_____________________________________________________________________
_____________________________________________________________________
_____________________________________________________________________
_____________________________________________________________________

8. a. Were the training modules on CBMS utilized in your locality to build your capability?

b. Were these helpful in building your capability? Rate in a scale from 1 to 7.

Very poor 1____2____3____4_____5_____6_____7  Very helpful

c. What are the improvements needed in the current training modules in order for each to ensure effective implementation CBMS.

<table>
<thead>
<tr>
<th>Training Modules</th>
<th>Check if utilized in the locality</th>
<th>Rate in a scale from 1 to 7</th>
<th>Recommendations to improve each material</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Training of CBMS Data Collection</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>(for 3 days)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. Training on manual processing</td>
<td></td>
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</tbody>
</table>
at the barangay level (2 days)

3. Training on encoding of questionnaires and digitizing barangay spotmaps (2 days)

4. Training on data consolidation and data base management

5. Validation exercises at barangay, municipal and provincial level (half-day exercise)

6. Writeshop on Socio-economic Profile (2 days)

9. What other training requirements does your locality need in order for the locality to undertake CBMS or use the data from CBMS? Who should be trained?

<table>
<thead>
<tr>
<th>Suggested Training Program</th>
<th>Target Participants</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
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<td></td>
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</tr>
</tbody>
</table>

10. At the provincial or municipal level: What are the criteria used for selecting the model municipality and barangay? Who made the choice?

For the municipality: ____________________________________________________________

_____________________________________________________________________________

_____________________________________________________________________________

_____________________________________________________________________________

For the barangay: ______________________________________________________________

_____________________________________________________________________________

_____________________________________________________________________________
### Key Informants

<table>
<thead>
<tr>
<th>Name of Key Informant(s)</th>
<th>Indicate agency/group being represented</th>
<th>Indicate if (1) NGA, (2) LGU, (3) NGO, (4) PSO, (5) POs (6) other groups—specify</th>
<th>Key Responsibilities of each in the CBMS</th>
<th>Date Interviewed</th>
</tr>
</thead>
<tbody>
<tr>
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</tr>
</tbody>
</table>

### Checklist of Secondary Data to Be Gathered

1. Socio-economic profile of each LGU to be able to obtain information on the location, population size, typical economic activity in the area, account of poverty over a period of time—before and after CBMS.

2. CBMS data – through the years

3. Development plan (particularly at the barangay level) that responds to CBMS problems

4. Other CBMS outputs/products
Background

This case study focuses on the Province of Palawan, the first local government unit to have implemented the Community-based Monitoring System (CBMS) and the first to have initiated to have it adopted at the provincial level. This will disclose the process of having it introduced and advocated in the province and a reflection on the part of the key participants of the local government regarding the factors which have facilitated its implementation and the factors that hindered or could hamper its implementation.

Witnessing how the CBMS was actually implemented at the other levels of the local government shall be demonstrated by the experience of two municipalities in the province and one barangay in each municipality. One municipality is located in the north, San Vicente and Barangay New Agutaya. The other municipality is in the south, Brooke’s Point and Barangay Oring-Oring.

Palawan is subdivided into eight zones for planning purposes. The localities are grouped according to contiguity of municipalities and peculiar economic activity. The municipality of San Vicente is considered to be an economic zone area while Brooke’s Point is agro-industrial.

The barangays being examined can be contrasted by the peculiar experience of one (New Agutaya) for the implementation of the Comprehensive and Integrated Delivery of Social Services or CIDSS, a poverty alleviation program which applies a participatory approach in responding to poverty alleviation. This was implemented even before CBMS was established and has a peculiar history of advocating a community-based information system, called Minimum Basic Needs or MBN. The MBN has a set of 33 indicators, normally used in the process of targeting individuals with unmet needs at the barangay level and in the identification of projects to respond to the unmet needs, with community members as active participants in the process.

Methodology

Key informants were interviewed in each local government level in order to draw their impressions on the processes to prepare the local government to set up and implement the CBMS. For the province, the key persons directly involved in the implementation of CBMS who served as respondents were the CBMS Study Group under
the Provincial Planning and Development Office. Seven persons took part in the focused
group discussion, including the Head of the CBMS Study Group that concurrently serves
as the Director of the Research and Evaluation Division.

In the municipality of San Vicente, two staff members of the Municipal Planning
and Development Office took part in the focused group discussion.

In New Agutaya, respondents were the Barangay Captain, the CBMS Team
Leader, a kagawad who happens to be the Chair of the Committee on Community
Finances, another kagawad who happens to Chair of the Committee on Social Services,
barangay health workers (BHWs) and the barangay environment, agriculture and
nutrition scholar (BEANS) in the area, although in other local government units, simply
labeled as barangay nutrition scholar (BNS). In Palawan, agriculture and environment
are incorporated in the functions of this community volunteer.

In the municipality of Brooke’s Point, two technical staff participated in the
focused group discussion. They were the CBMS Coordinator for the municipality and
CBMS Systems Administrator.

In Barangay Oring-Oring in Brooke’s Point, the participants in the focused group
discussion were: the Barangay Captain, four BHWs, one BEANS and one kagawad for
health.

THE PROVINCIAL CONTEXT

Profile of the Province

Palawan is a province in Luzon that is bounded by the sea and is very rich in
marine waters. The province’s Human Development Report in 2000, registers 45,500
square kilometers of marine waters, the total of which exceeds its land area of 14,896
square kilometers (Palawan Province et al. 2000: 9). The province is composed of 23
municipalities and the component city of Puerto Princesa. The Human Development
Report describes its 13 municipalities to be mainland in nature such as Aborlan, Narra,
Quezon, Española, Brooke’s Point, Rizal, and Bataraza, in the south; Puerto Princesa in
the center; and San Vicente, Roxas, Dumaran, El Nido and Taytay, in the north. Eleven
are island municipalities such as Busuanga, Coron, Linapacan, Culion, Cuyo, Agutaya,
Magsaysay, Araceli, Cagayancillo, Balabac and Kalayaan. Altogether, these
municipalities and one city have a total of 426 barangays.

The Human Development Report (Palawan Province et al. 2000: 9-12) describes
Palawan to be sparsely populated with a total of 755,412 people as reported by the
Census 2000 of the National Statistics Office. However, its population growth is
reportedly very high, registered at 3.64%, and is above the national average of 2.02%.
Its population in 1990 was 528,287. Migration has been attributed to some locations with
the highest proportion originating from the Visayas. Nevertheless, compared to the only
one fifth of the national average (246 per square kilometer).
Poverty incidence in Palawan is quite high and is 69.27%, far below the national average of 31.8% (Province of Palawan et al. 2000: 46). This has deteriorated as the 1994 data showed only 54.50% considered as poor. This may be attributed to a decline in employment as reported by National Statistics Office as 89.76% in 2000 from 80.43% in 1990 (Province of Palawan 2000: 46).

Livelihood is primarily drawn from agriculture, mainly from farming and fishing with about 47% contribution to the economy during the period 1995 to 1999. However, the contribution of the sector to production has been described as slow with only an annual average of 11.43% from 1995 to 1999 (Province of Palawan et al. 2000: 40), attributed to slow pace in farm mechanization, inadequate farm-to-market roads, poor access to post harvest facilities and depleted source of marine products. In agriculture, palay production is the number one endeavor with other engagements as mango, cashew and corn production (Province of Palawan: no date).

Further, the Human Development Report cites the significant contribution of the service sector to the economy with 38.24% attributed to tourism attracted by island resorts. The contribution of the industry sector is the lowest with 15.03% for the same period.

**Taking Initiative for CBMS**

Setting up the CBMS in Palawan was inspired by the challenge made by the then Vice Governor Joel T. Reyes to assess the impact of programs implemented by the province over a period of time. This challenge motivated the Head of the Research and Evaluation Division of the Provincial Planning and Development Office to seek the assistance of the Philippine Institute for Development Studies (PIDS) in rationalizing the assessment process. In March 1999, then Governor Salvador Socrates entered into an agreement with the Policy and Development Foundation Inc. that housed the Micro Impact of Macroeconomic Adjustment Policies Project Philippines (MIMAP) after PIDS. CBMS is now under the coordinative work of the CBMS Network Coordinating Team of the Angelo King Foundation School for Economic and Business Studies of the De La Salle University.

The team of Dr. Celia Reyes who heads the MIMAP was contacted and provided information about the potential of CBMS in rationalizing planning and assessment processes. In September 1999, the CBMS Project Team for Palawan was created and composed of the staff from MIMAP-Philippines led by its Executive Director, the Provincial Planning and Development Office and Mr. Dirk Heinrichs, who was then connected with the provincial government through the Integrated Expert Program of the Center of International Migration and Development (CIM).

Two months later (November 1999), the CBMS Project Team pilot tested the system in two (2) barangays of Taytay municipality in the north to check CBMS methodology and instruments. In the same month, the province-wide implementation of
the project was formally launched through Executive Order No. 15. Governor Salvador P. Socrates issued this directive to institutionalize the CBMS under the supervision of the MIMAP Project in the province. The Executive Order stressed the importance of the CBMS in ensuring “effective discharge of local functions and powers” and in providing “information base on the possible effects of economic reforms on the vulnerable groups of the society.” The Executive Order mandated the setting up of a technical working group (TWG) in each local government level to be composed of:

- At the provincial level: Provincial Planning and Development Coordinator (PPDC), Research and Evaluation Division, President of the Provincial League of the Municipal Planning and Development Coordinators (MPDCs), and Federation President of the Sangguniang Kabataan;
- At the municipal level: MPDC, President of the Association of Barangay Chairmen and the Municipal SK President; and
- At the barangay level: Barangay Chairman, Councilor, Secretary, Enumerators, Teacher-in-Charge and Chairman of the SK.

In the earlier years, the Provincial TWG functioned and met every two to three months, together with the MIMAP-CBMS Team and the CIM Consultant. At present, the most visible entity that steers the implementation of CBMS is the Research and Evaluation Division. This Division constitutes the CBMS Study Group in the province. With the institutionalization of CBMS in the province, the function of coordinating the different tasks for CBMS implementation is lodged in the CBMS Study group under the PPDO.

When Vice Governor Joel T. Reyes assumed the governorship, he further stressed the importance of the CBMS by issuing Executive Order No. 2 that enjoined all municipal governments units to allocate funds for the annual updating of the CBMS and utilizing its results as the primary input in the formulation of barangay, municipal and provincial development plans (Reyes 2005). This executive order was issued on January 20, 2005. This executive order designated the MPDCs as the lead focal persons in all CBMS activities.

In this directive, the funding allocation for CBMS for every municipality shall cover the: 1) conduct of CBMS training for all barangay enumerators in the municipality, 2) reproduction of the household questionnaires and processing forms or tally sheets, and the conduct of census survey in all municipalities, and 4) validation of initial results as to its reliability and accuracy. Results of the CBMS are to be released not later than June 30 of every year.

This directive has further reinforced the importance of integrating CBMS in local planning and indicated the schedule of planning for every level of the local government. At the barangay level, this is to be convened on any working day from April to May of every year. In the municipality, this is to be conducted from June to July. In the province, the local development council is to be convened in August.
On the whole, because of the support of the Governor to the CBMS, he had been rated highly by the key informants giving a perfect score of “7” in the scale of 1 to 7 with 7 as the highest score.

Apart from reinforcing the significance of CBMS as a tool for planning through issuance of an executive order, the Governor has also been active in soliciting assistance from different partner institutions to support the unmet needs of the local government. For instance, the Governor tapped the support for the water projects in the province from Asian Development and the World Bank. He also committed to prioritize top seven unmet basic needs in the province.

His vision of governance focused mainly on poverty reduction when he sat into office in 2001 (Reyes 2004). This was reinforced with a “community driven” strategy by 2004 that meant harnessing more involvement from community volunteers and people’s organizations. He also structured his approach of development planning by subdividing the province into zones to be able to capture peculiar requirements of contiguous municipalities.

The provincial Sanggunian had also been rated highly with a score of “7” because of the support given for funding the installation of the CBMS in the entire province.

**Preparatory Activities for CBMS**

**Setting up CBMS.** Considering the modification that was undertaken in the implementation of the CBMS instruments in the different cycles of data collection, continuous training was conducted by the MIMAP Team and the PPDO CBMS Study Group.

With the executive fiat for the installation of CBMS in the province, the first batch of advocacy took place before the local chief executives and the Municipal Planning Coordinators in December 1999 (See Province of Palawan: no date b). There was an agreement in this forum to implement CBMS in their respective areas. From January to March 2000, four teams from the PPDO Research and Evaluation Division (CBMS Group) were deployed to conduct 5-day orientation and enumerators training in 21 municipalities. A total of 24 orientation trainings participated in by 1,300 local representatives from 354 barangays in 21 municipalities were oriented by the PPDO on the concept and use of the CBMS (i.e., survey questionnaire, manuals, and processing forms). Thus, it can be seen that the province took immediate action in order to advocate the CBMS technology.

After the conduct of a series of orientation and training workshops, surveys were conducted under the lead coordination of the municipalities (March-May, 2000). The PPDO provided assistance to the municipalities and barangays through field visits until the completion of the surveys and processing of the results, at the purok, barangay and municipality levels.
The survey results were consolidated and validated at the PPDO and in the communities from June to November of 2000. Participating municipalities numbered 21 in all out of 23. The data were presented during the Provincial Development Council in September 2000. Puerto Princesa did not participate in this round of data collection. Altogether, a total of 54% of the total population was surveyed of the participating localities (Palawan 2005).

From 2000 to the present, the same steps of CBMS implementation by the PPDO-CBMS Study Group were carried out in Palawan. The second cycle of CBMS took place two years after but only entailed sample survey of the households because of budgetary constraints. The total population surveyed constituted only 37.15% of the total population. The sampling methodology was adopted by Palawan in the conduct of data collection phase for the CBMS in 2002—the municipalities were responsible not only for the printing of household survey questionnaires but also the reproduction of processing forms and manuals. Besides, the province had just finished its complete enumeration survey in 2000.

In the third cycle, the total surveyed increased to 41.12%.

**Role of MIMAP Team.** The role of MIMAP Team is considered as very crucial in the earlier years of CBMS installation in the province, according to the Head of the CBMS Study Group. MIMAP served both as advocate and partner in the CBMS implementation. Introduction to the concept of CBMS and the mechanisms for its implementation was through the MIMAP Team, later called the CBMS Network Coordinating Team. An important feature of the advocacy is the orientation to the use of and processing of CBMS instruments—one for the household and the one for the barangay. During the 2000 CBMS Survey, MIMAP Team assisted the CBMS Study Group of the province in the conduct of Orientation Workshops in 2 municipalities (Taytay and Brooke’s Point), after being oriented themselves to the CBMS concept and processes.

For the second round of the survey, after the instruments were reviewed and harmonized to capture the features of Minimum Basic Needs (MBN) data implemented in CIDSS areas and the Integrated Rural Accessibility Program (IRAP) data requirements of the Department of Interior and Local Government, the CBMS instruments were finalized by the MIMAP Focal Person in the area. The IRAP indicators adopted were 1) major source of livelihood, 2) proximity of barangay location to basic services and service institutions like educational facility, health facility and other services like post office, banks, market public transport, 3) major sources of water in the community, multi-purpose hall, and credit institutions, and 4) availability of electrical service. These were pilot-tested in the Municipality of Aborlan together with Palawan CBMS Study Group. MIMAP staff also joined the CBMS Study Group during the orientation trainings done in three municipalities (i.e., Narra, Española, and Roxas). Indicators on malnutrition incidence and incidence of domestic violence were drawn from the MBN and incorporated in the CBMS. In 2003, to confirm initial results of 2002 CBMS, MIMAP
For the third round of the survey, CBMS instruments were again reviewed and refined by the PPDO Research staff and then finalized with the assistance of the CBMS Network Coordinating Team. This was followed by the conduct of an Orientation Program on Data Collection and Manual Processing for CBMS Trainors conducted by the Provincial Government of Palawan in coordination with the CBMS Network Coordinating Team and the municipal governments, held in Puerto Princesa City on February 28 to March 3, 2005. This training program was participated in mostly by MPDCs, CBMS Focal Persons and the Municipal Local Government Operations Officer (MLGOO). An added feature of this program was the use of powerpoint as training visuals and the introduction of new sets of CBMS instruments.

Other MIMAP/CBMS Network Coordinating Team visits in Palawan included participation in the MIMAP International Conference at Dos Palmas Resort in September 2001, the 1st National CBMS Conference, and CBMS study tours and evaluation of CBMS by the funding institution (the International Development Research Center of Canada) of CBMS approach showcasing Palawan as the CBMS model province. To facilitate computerized processing of household questionnaires and digitizing maps, a training on the CBMS computerized encoding of accomplished household profile questionnaires and digitizing maps was introduced by the CBMS Network Coordinating Team. For this purpose, the CBMS encoding system was developed using the Census and Survey Processing (CSPro) System as the base software (Interview of Kenneth Ilarde, July 28, 2006). Likewise, the Natural Resource Database (NRDB) was introduced to digitize the barangay spotmaps drawn during the data collection activity. These technologies were presented in Palawan held on August 10-11, 2005 at Puerto Princesa City.

The set of indicators implemented in the three cycles of CBMS implementation can be seen in Table 1. A total of 16 indicators was adopted in 2000. No indicator on maternal death was included by this time. As the set of indicators herein is related with those advocated by the CBMS Network Coordinating Team, it can be seen that two indicators had been added in Palawan. These are households with electricity and households with sanitary waste disposal.
Table 1. Indicators Adopted in the Three CBMS Cycles in Palawan

<table>
<thead>
<tr>
<th>SECTOR/INDICATOR</th>
<th>2000</th>
<th>2002</th>
<th>2005</th>
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</thead>
<tbody>
<tr>
<td>Health &amp; Nutrition</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Malnourished children</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Infant and children mortality rate</td>
<td>X</td>
<td>X</td>
<td>X*</td>
</tr>
<tr>
<td>Maternal death</td>
<td>*</td>
<td>*</td>
<td>X*</td>
</tr>
<tr>
<td>Water &amp; sanitation</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Access to safe water</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Access to sanitary toilet facilities</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Security &amp; Shelter</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Makeshift housing incident</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Education</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Literacy rate</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Participation rate in elementary school</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Participation rate in secondary school</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Participation and Community Development</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Community participation</td>
<td>X</td>
<td>X</td>
<td>X*</td>
</tr>
<tr>
<td>Infrastructure and Utilities</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Access to electricity</td>
<td>X</td>
<td>X</td>
<td>X*</td>
</tr>
<tr>
<td>Access to sanitary waste disposal</td>
<td>X</td>
<td>X</td>
<td>X*</td>
</tr>
<tr>
<td>Peace and Order</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Incidence of armed encounters</td>
<td>X</td>
<td>*</td>
<td>*</td>
</tr>
<tr>
<td>Incidence of crime</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Employment and Livelihood</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Poverty incidence</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Food threshold</td>
<td>*</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Employment rate</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Underemployment rate</td>
<td>X</td>
<td>X</td>
<td>X*</td>
</tr>
</tbody>
</table>

Note:  
X* - Not yet processed but included in the questionnaire/collection
* - Not included in the collection

Mobilization of Resources in the Province

Human Resources. Human resource support in the province is mainly sourced from the staff complement of Research and Evaluation Division (RED) of the Provincial Planning and Development Office with a total of seven regular employees, four contractual workers and two casuals, making up a total of 13 staff members. While the technical working group for CBMS has not been convened at this level, the roles of the technical working group, as defined in Executive Order No. 2, are performed by this office. This Division constitutes the CBMS Study Group in the province.

A key function performed by this Group is coordination. This is performed by convening the different representatives of the local government units (LGUs) in order to advocate and impart the importance of CBMS. In these meetings, workshops are
conducted in order to build the capabilities of the representatives of the other local
government for setting up the CBMS. The team also provides technical assistance on
queries raised by the other LGUs. The team also oversees the implementation of CBMS
by making personal visits while CBMS is being implemented, such as for instance,
visiting the other levels about four times last year when data collection was undertaken.

The team also conducts validation of data gathered from the barangay and in the
validation of data consolidated at the municipal level.

The team also performs the important role of consolidating the data submitted by
the municipalities, derived from the report of their respective barangays.

In other words, the CBMS operations are regular functions of this office and
therefore signify the institutionalization of CBMS in the provincial office.

The province is assisted by the CBMS Network Coordinating Team, with a
regular point person providing technical support. In some instances, no less than the
Project Leader of CBMS assists in the conduct of capability building activities.

The presence of a technical person from the Integrated Expert Program of the
Center of International Migration and Development (CIM) through Mr. Dirk Heinrichs,
enriched the implementation of CBMS, by extending his expert support in setting up the
Geographic Information System (GIS) of the province.

**Financial Allocation.** Because of the commitment of the province to the
conduct of CBMS, regular allocation for the implementation of CBMS had been
integrated in the yearly allocation of the province. For instance, the amount of P1.2
million was allocated in 2002 when the second cycle of data gathering was undertaken.
The succeeding year, when data validation exercises were conducted, the amount of P1.5
million was programmed. In 2005, when the third cycle was conducted, the sum of
P500,000 was committed, lower than the earlier allocation since there was expectation
from the other local government units to contribute to the reproduction of the instruments
and the payment of the enumerators. Year 2006 had a bigger allocation (P1 million)
because of the need to travel to and from the municipalities and barangays to conduct the
validation processes. However, this amount was lower than the earlier budget of P1.5
million.

Total allocation does not include the services of the regular staff but those
involving the contractual and casual workers; and expenses for traveling, office supplies,
conference and meetings.

An estimated P100,000 is allocated by each municipality to implement the data
collection process and covers its share in the conduct of the survey such as the
reproduction of the materials and payment of allowances to every enumerator; processing
of data; and validation by the municipal focal persons of the data gathered in the
barangays.
Actual Implementation of CBMS

**Data Collection.** Data collection phase entails administration of the instrument to gather information of the households using the instruments recommended by the MIMAP. The province included electricity and sanitary waste disposal.

Three cycles of data collection were conducted in the province although the specific details of actual data collection can be witnessed in each barangay. The province comes into the fore in this phase to set the tone for the collection process—when it occurs and the reference year for the data collection, apart from defining and agreeing on the instruments and systems advocated by the CBMS Network Coordinating Team.

The Palawan CBMS Study Group also supervises the data collection process by visiting the barangays during this phase.

To date, only two municipalities (Kalayaan and Culion) have not participated in the data collection process. Kalayaan and Culion are both distant from the province to oversee the implementation of the information system. On the other hand, Puerto Princesa has a huge population size. Puerto Princesa decided to make be actively involved in 2003.

At the barangay level, the key persons expected to be involved in data gathering are the existing volunteer workers (BHWs and the BEANS), sangguniang kabataan (SK), school teachers and students. In the municipality of Brooke’s Point, for instance, the students were primarily harnessed to collect data in the first two cycles of CBMS, before the volunteer workers came in to gather data in 2005. In New Agutaya, the volunteers were the ones who gathered data on basic needs in the community: the first two under MBN and the third one under CBMS.

**Data Processing and Consolidation.** The province’s role in this phase is in the consolidation of data, obtained from the aggregated data sets from the municipality, summarizing the data of every barangay. At the provincial level, all the data sets are computerized. However, the same cannot be said of all the participating municipalities (21 in all). The CBMS encoding system, which the CSPRO is the base software, recommended by the CBMS Network Coordinating Team, is being implemented at the provincial level and has reportedly facilitated the processing and consolidation of information obtained from the different municipalities. Only seven municipalities have started to apply the system. Thus, the other municipalities, as well as the participating barangays apply manual data processing.

An important innovation in the province is the adoption of the Natural Resources Database (NRDB) Program, a spatial database that was adopted through the assistance of a British consultant, Mr. Richard Alexander. Mr. Alexander set up this system in Bohol. The NRDB Program was adapted to the peculiar conditions of the CBMS with the assistance of Mr. Heinrichs. Thus, in setting up the spatial maps in the CBMS areas,
NRDB is able to reflect the available resources in order to help explain why some CBMS indicators are low in some municipalities and barangays. Thus, it was considered by the Palawan CBMS Study Group as an effective tool in analyzing performance of local governments on certain indicators. The limitation of the application of the NRDB in the two previous CBMS implementation in Palawan is the lack of household level data in the database. This was the reason why the CBMS Network Coordinating Team came up with the CBMS Encoding System in order for the LGUs to incorporate household level information in their database (Interview with Kenneth Ilarde, July 28, 2006).

In the third implementation of the CBMS in Palawan, the CBMS Network Coordinating Team introduced the CBMS encoding system and the CBMS Simulator software to the province and selected municipalities to further enrich their database to come up with household level information for more focused program implementation and targeting (Interview with Kenneth Ilarde, July 28, 2006).

Data Validation. Validation process occurs after aggregating data from each level of local government, in order to ascertain if the data collected reflects reality. It is also an opportunity to assess how data are collected and aggregated in each level of local government. In this phase of CBMS implementation, the province has an important role to play. Focal persons of the province for each barangay witness how the municipal CBMS Team conducts the validation process in this level, often undertaken in the presence of all barangay representatives. On the other hand, the provincial team is the one involved in facilitating the conduct of the validation process at the municipal level, which often aggregates the data of each barangay.

Questionable data are pointed out by the facilitators and other participants, such as for instance, if the data deviates significantly from other barangays. If there is need to gather information from the barangay, the timeframe for resubmissions is agreed upon.

In Palawan, the CBMS Study Group initiated four types of validation processes. The first type entails the presentation of data by each barangay in every municipality using table presentations in Manila papers showing the performance of each barangay for the indicators of CBMS. The validation is participated in by the barangay captain, the enumerators and municipal focal persons. This is the standard process in validating the data.

The second approach, which is an innovation over the usual process applied in other areas, was implemented in El Nido. Each barangay which presented the data on the CBMS indicators in the municipality, made an analysis of the root cause of the problem for each indicator. Undertaking this process enables the locality to identify common problems. For instance, lack of sanitary toilet and malnutrition could be attributed to low education of the mother. Hence, one project (i.e., educating the mother) could be recommended in order to respond to two unmet basic needs.

The third approach which was applied in Quezon, was the presentation of digitized map that indicated color codes for indicators with the highest percentage of unmet needs. Projects were identified on the basis of the unmet needs defined by the
barangay representatives, under the facilitation of the municipal focal persons with the assistance of the province. The peculiar physical features of the local government were matched with the unmet needs to help explain why the indicator was not fulfilled.

The fourth approach was implemented in the validation workshop in the municipality of San Vicente in early February 2006. This reportedly applied the “Technology of Participation” which was influenced by prior training exposure of the Head of CBMS Study Group. This entailed involvement on the part of the participants in analyzing the reasons why top three indicators that had the lowest rating performed poorly and the reasons why highest rated indicators performed well.

The validation started with the presentation by a municipal focal person showing the top performing barangays and poorest performing barangays per indicator, and compared these with the municipal and provincial averages.

The second stage enabled each Barangay Captain to present the top performing and poorest performing puroks on each indicator, comparing these with municipal average per indicator.

The third stage entailed presentation of data by the municipality showing for each indicator, the first three barangays with increasing and those with decreasing performances. The participants were asked to give their reasons (in not more than five words, using metacards) why there was an increasing and declining trend. These responses were posted on the board and then grouped for similarities in responses. The participants were then given time to ask questions for clarifications about the grouping. Similar answers were given an appropriate title. And finally, participants confirmed if the titles or labels given to the responses were agreeable to them.

On the basis of the reasons given for the declining performance in responding to unmet needs, participants were asked to identify the top five “felt needs” they hope to address. For the municipality of San Vicente, these were: roads, electricity, daycare center, educational facilities and barangay health center.

**Undertaking Impact Assessment**

Considering the processes undertaken in the validation exercises in Palawan, it may be noted that impact assessment had been undertaken in some of the localities when comparisons were made in terms of the progress from the baseline year to the most recent assessment. Finding reasons why there was declining performance in some localities for each indicator was a manifestation of a reflective activity that led them to find solutions to the most common sources or reasons for the decline in performance. Appropriate responses resulted from this reflective exercise.

One of the significant contributions of Palawan in impact assessment was the implementation of what it labeled as Participatory Impact Monitoring from March to July 2002 (Palawan 2002). This was implemented in order to ascertain if the Comprehensive
and Integrated Delivery of Social Services (CIDSS) was indeed a “mechanism to alleviate poverty through community involvement and empowerment,” to facilitate “joint learning exercise for CIDSS implementing agencies and the communities” and to enable the provincial government to develop tools to “conduct regular impact monitoring studies,” among others (Palawan 2002). The conduct of this assessment was considered for its potential as a strategy in integrating with the CBMS model. Apart from the usual modes of data collection where secondary data were reviewed and site visitations of selected projects, the team members who were involved in this session considered the community leaders’ assessment, apart from those involved in the interagency committee constituted for CIDSS.

Indicators were formulated in order to assess the performance on the key variables in impact monitoring (Palawan 2002). The key variables were:

1) impact of CIDSS on empowerment which was indicated by the extent to which CIDSS enabled local organizations assume a role in development undertaking manifested by social preparation of the community for involvement in development, existence of community structures, involvement of the community structures in project development and management, and localization efforts, with scores being given on a scale from 1 to 4 with 4 showing very high impact as evidenced by communities being self-mobilized and capable to implement and sustain projects;

2) impact of CIDSS on poverty alleviation as indicated by a change in welfare status of beneficiary households based on magnitude of beneficiary coverage, expressed as the ratio of project beneficiaries to total households; inclusion of poor households, measured as the ratio of poor beneficiary households to total beneficiary households; and the relative improvement in well-being of households, expressed as the relative change in the level of unmet need addressed by the project; and

3) cost-effectiveness of CIDSS beneficiaries as indicated by the CIDSS services and goods delivered in a cost competitive way when compared to other modes of service delivery, showing: unit cost of services; cost of services per beneficiary, measured as the ratio of total project cost and number of beneficiary households; and internal (community) resources mobilization, measured as ratio of community resources to total project cost.

Four barangays out of 37 introduced to CIDSS in 13 municipalities of Palawan served as the focus of the study where 14 CBMS indicators were used to assess performance on human development indicators. The barangays were chosen to represent a coastal area in the northeast, coastal and upland areas in the northwest, and another upland area in the southeastern part of Palawan.

A key feature of the PIM was harnessing the participation of the community in drawing their assessment of the different features of the CIDSS.
There is an intention to apply PIM to some selected projects this year.

**Dissemination of Results/Data**

One of the most visible venue to demonstrate utilization and dissemination of CBMS data is the publication of the Human Development Report for the Province of Palawan. This has utilized mainly CBMS data, supplemented by other data. Other data sources included the Gross National Product Account and secondary sources such as the National Statistics Office Census Reports; labor surveys; school participation reports from the Department of Education; the health report from the Provincial Health Office; and the socioeconomic profiles of the previous years prepared by the Provincial Planning and Development Office (see Province of Palawan 2000). The Human Development Report is a document that reflects the performance on human development indicators which enabled the province to classify localities with high, middle and low performance. The classifications according to level of development challenged local governments to provide appropriate responses in order to improve their situation or to ensure continuity in performance among those which are already faring well on these different indicators.

Dissemination of data is further supplemented by the use of NRDB which has linked CBMS data with other socioecomic and spatial information such as administrative boundaries, gross domestic product and other National Statistics Office data (see Escaño, 2002). CBMS results can be displayed in map format. The NRDB program has enabled the use of graphical output as time series graph or histogram. These innovations led the province to demonstrate its contributions in other fora outside of the province such as the Conference on Local Government Initiatives for Poverty Reduction in Davao City, as early as September 2002.

In the preparation of the Socio-economic Profile, the data are also used and is an opportunity to impart to the citizenry their situation and is considered a means by which the province is able to disseminate the results of the CBMS.

**Contributions of CBMS**

**In the Planning Process.** CBMS is continuously advocated as a tool for planning in the different levels of government by the provincial office. From the point of view of the province, this starts with the identification of goals such as for instance, the formulation of the provincial government development thrust towards poverty alleviation (See Escaño 2005: 2).

Apart from goal setting, the province considers CBMS as a guide for project implementers in setting project targets since “it provides inputs in identifying the right project location, the right project beneficiaries and the type of intervention scheme needed most in a specific area” (Escaño 2005: 2). For instance, the province reportedly utilized the indicators in identifying Philippine Health Insurance (PHILHEALTH) beneficiaries. Some areas that were reported to need water and energy had been
identified and targeted. Beneficiaries of barangay electrification and sanitation project, a loan project from the World Bank through the Land Bank of the Philippines, relied on CBMS data.

CBMS is also a helpful tool in formulating other plans. In the preparation of the municipal comprehensive and land use plans and socioeconomic profiles, CBMS had been relied upon.

The presence of “reliable, relevant and comprehensive data” (Escaño 2005: 2) on welfare conditions facilitated the decisionmaking process and ensured objectivity in decisionmaking.

**Monitoring and Impact Evaluation.** The implementation of three cycles of CBMS had been able to help the province ascertain changes in welfare conditions, defining the degree of improvements as well as indicators that deteriorated in performance. The information had been able to guide implementers in terms of the needed adjustments or modifications that had to be made in the services or strategies that were implemented. The province had been able to identify the areas where they were weak and the areas where they had comparative advantage. The validation exercises became an opportunity to reflect on the root causes of the problem and the springboard for identifying appropriate response mechanisms.

**A Tool for Advocacy.** CBMS had been utilized as a tool for advocacy. Support from external institutions had been mobilized because funding institutions were provided enough evidence of the importance of the problem where resources had to be invested. For instance, the Palawan Tropical Forestry Protection Program of the European Union utilized CBMS data.

The track record of Palawan served as a venue for the Department of Interior and Local Government to showcase the importance of a community-based monitoring system to help propagate a directive it issued in 2003, advocating the need of installing a community-based information system in the Local Poverty Reduction Action Planning Process (Escaño 2005: 5).

**Reflecting on the Preparation for CBMS**

**Assessment.** Insofar as the provincial key informants were concerned, their preparation was considered very good, rated 7 in a scale from 1 to 7. This sprang from the very high assessment given to the preparation they have obtained from the CBMS Networking Coordinating Team from Manila which was also rated as 7. All the training modules imparted were rated highly (7) (i.e., training of CBMS data collection, training on manual processing, training on data consolidation and data base management and validation exercises). Only one training module was rated as 6 (training on encoding of questionnaires) where the provincial key informants expressed the need to add more days to the activity.
Another recommendation was the need to improve their capability for community participation since validation exercises capitalizes on the community’s engagement.

**Training Needs.** The area where they feel they need improvement is on technical writing, defining the poverty threshold and the use of information technology. A key reaction to defining the poverty threshold is the need to reassess the income mark for the poverty line. The key informants believe that there are other sources to sustain the subsistence of a family which may not have been captured in defining the income bracket placing Palawan as poor in performance on poverty.

**Factors Influencing the Performance of CBMS**

**Facilitating Factors.** Commitment of the top leadership has been recognized as the key factor in steering the implementation of CBMS. This is evidenced by the financial outlay for CBMS, the executive directive on the institution of CBMS and the utilization of CBMS in the different phases of decisionmaking (in planning, identification of target areas for prioritization, and to seek financial support).

The commitment has radiated to and internalized by the focal persons for CBMS.

Then there is also the acceptance of the community participants witnessed by their willingness to implement CBMS at the local level.

**Impeding Factors.** A key impediment in the province is the insufficient funds of the local government units to implement the CBMS (Escaño 2005). Municipalities, reportedly, find difficulty in raising P200,000 to carry out activities required for the CBMS installation. The budget covers the cost of reproducing survey instruments, conducting orientation seminar on data collection and providing honorarium for enumerators. In some areas, the required coverage for data collection could not be achieved.

Full utilization of CBMS in municipal and barangay levels for planning exercises still have to be steered some more.

**Recommendations.** It was recommended that more advocacy be conducted to convince the sanggunian to commit more budget at the municipal level (Escaño 2005). This is dependent on the convincing power of the mayor for the sanggunian to make an allocation for the CBMS installation.

It was also recommended that project support be extended if there is CBMS data to ensure that the system is institutionalized.

**Impact of CBMS**

On the whole, the general performance of Palawan on the key indicators seem to tilt towards improvement. Among the CBMS indicators, seven indicators improved over the two to three cycles. These are for such indicators as household members in
community organizations (first two cycles), employment rate (three cycles), household with electricity (two cycles), households greater than the food threshold (two cycles), no household victimized by crime (three cycles), households with no child death (first two cycles), and households with no infant death (two cycles). See Table 2.

Three indicators fluctuated in performance but indicated general improvement if the first to the second CBMS and then the second to the third cycles are compared in their percentage point improvements (i.e., households greater than poverty threshold with an increase of 3.2%, percentage of literate persons with 2.18%, children in secondary education with 1.04% and households not in makeshift houses with 1.22%.

One indicator fluctuated in performance but indicated no improvement at all (literate persons).

Two indicators also fluctuated in performance but had an average of performance which declined, -16.4% for households with sanitary toilet and -2.19% for households with safe water.

Three indicators declined consistently (underemployment), from the first to the third cycles and households with sanitary disposal, for the first to the second cycles.

However, Palawan still has to steer developmental processes more aggressively considering that eleven indicators are below the national average in terms of performance. These are for elementary participation rate, secondary participation rate, literacy rate, employment rate, underemployment, malnourished children, access to sanitary toilet, access to safe water, access to electricity, poverty threshold, and food threshold.
<table>
<thead>
<tr>
<th>INDICATORS</th>
<th>2000</th>
<th>2002</th>
<th>2005</th>
</tr>
</thead>
<tbody>
<tr>
<td>Surveyed Population</td>
<td>54.11</td>
<td>37.15</td>
<td>41.12</td>
</tr>
<tr>
<td>Surveyed Households</td>
<td>53.55</td>
<td>37.72</td>
<td>42.43</td>
</tr>
<tr>
<td>1. Children in Elementary</td>
<td>72.67</td>
<td>83.06</td>
<td>74.85</td>
</tr>
<tr>
<td>National Average*</td>
<td>96.8 SY 01-02</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. Children in Secondary</td>
<td>51.92</td>
<td>66.21</td>
<td>52.46</td>
</tr>
<tr>
<td>National Average*</td>
<td>66.1 SY 01-02</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. Literate Persons</td>
<td>90.16</td>
<td>87.36</td>
<td>90.06</td>
</tr>
<tr>
<td>National Average**</td>
<td>92.3</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4. HH (Household) Members in Community Organizations</td>
<td>32.91</td>
<td>37.02</td>
<td>No data</td>
</tr>
<tr>
<td>National Average</td>
<td>No data</td>
<td></td>
<td></td>
</tr>
<tr>
<td>5. Employment Rate</td>
<td>79.48</td>
<td>81.98</td>
<td>86.70</td>
</tr>
<tr>
<td>National average***</td>
<td>89.8</td>
<td></td>
<td></td>
</tr>
<tr>
<td>6. Underemployment</td>
<td>63.00</td>
<td>97.02</td>
<td></td>
</tr>
<tr>
<td>National Average***</td>
<td>15.3</td>
<td></td>
<td></td>
</tr>
<tr>
<td>7. Malnourished Children</td>
<td>4.58</td>
<td>5.30</td>
<td>11.50</td>
</tr>
<tr>
<td>National Average****</td>
<td>7.90</td>
<td></td>
<td></td>
</tr>
<tr>
<td>8. HH with Sanitary Toilet*****</td>
<td>61.29</td>
<td>65.78</td>
<td>37.87</td>
</tr>
<tr>
<td>National Average</td>
<td>82.50</td>
<td></td>
<td></td>
</tr>
<tr>
<td>9. HH Access Safewater*****</td>
<td>53.60</td>
<td>63.86</td>
<td>51.41</td>
</tr>
<tr>
<td>National Average</td>
<td>78.60</td>
<td></td>
<td></td>
</tr>
<tr>
<td>10. HH NOT in Makeshift Housing</td>
<td>94.81</td>
<td>97.88</td>
<td>96.04</td>
</tr>
<tr>
<td>National Average</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>11. HH with Electricity******</td>
<td>29.61</td>
<td>37.37</td>
<td>No data</td>
</tr>
<tr>
<td>National Average*****</td>
<td>73.3 in 1999</td>
<td></td>
<td></td>
</tr>
<tr>
<td>12. HHS with Sanitary Waste Disposal</td>
<td>8.04</td>
<td>6.72</td>
<td>No data</td>
</tr>
<tr>
<td>13. HHS Greater than Poverty Threshold</td>
<td>30.60</td>
<td>22.11</td>
<td>33.80</td>
</tr>
<tr>
<td>National average*******</td>
<td>71.60</td>
<td></td>
<td></td>
</tr>
<tr>
<td>14. HHS Greater than Food Threshold</td>
<td>No data</td>
<td>30.67</td>
<td>52.39</td>
</tr>
<tr>
<td>National Average*******</td>
<td>86.9</td>
<td></td>
<td></td>
</tr>
<tr>
<td>15. HHS No Victim Crime</td>
<td>99.65</td>
<td>99.73</td>
<td>99.87</td>
</tr>
<tr>
<td>16. HH No Child Death</td>
<td>98.60</td>
<td>99.40</td>
<td>No data</td>
</tr>
<tr>
<td>17. HH No Infant Death</td>
<td>97.02</td>
<td>99.58</td>
<td>No data</td>
</tr>
</tbody>
</table>

Notes: The asterisked data are sourced by Palawan from the
* Department of Education.
*** 2000 Census of Population and Housing
***** National Nutrition Council from the Operation Timbang using the old standard of measurements.
****** 2000 Family Income and Expenditure Survey
******* Annual Poverty Indicator Survey of the National Statistics Office
******** National Statistical Coordination Board
THE MUNICIPALITY OF SAN VICENTE

Profile

Located in the northwestern part of the province, San Vicente is 186 kilometers from Puerto Princesa City (San Vicente 2005: 1). The municipality has a total of ten barangays. The total population surveyed in 2005 using the CBMS data was 25,429 with 5,149 households, increasing over the 2000 data of 4,174 households by 18.9%. Access to the municipality is limited by the rugged condition of the roads.

San Vicente is predominantly farming and fishing in economic engagement although the municipal profile shows that a vast portion of the hillside is not fully utilized for farming because of the absence of roads connecting barangays to the poblacion, the lack of irrigation system, high cost of agricultural inputs, absence of marketing venues, and poor technical assistance, among others (San Vicente 2005: 6). Principal crops produced are rice, corn, vegetables, coconut, coffee, cashew, banana, mango and pineapple.

The presence of CBMS data has enabled the municipality to present information on employment in its municipal profile indicating a rate of 92.26% in 2005, higher than the province’s 86.40% (San Vicente 2005: 7).

The municipality’s profile in terms of poverty is better than the provincial average as households with income greater than poverty threshold is 41.35% in 2005 for the former as against 33.96% for the latter. Literacy rate is better than the province with 96.3% for the former and only 90.95% for the latter.

Historical Account of CBMS

Early Years. The municipality was involved in the initial advocacy for CBMS in 1999. As the Municipal Planning and Development Coordinator actively got involved in this workshop, he eventually conveyed the information to the local chief executive. Commitment to CBMS by the Mayor was demonstrated by the financial allocation of P100,000 to conduct CBMS in year 2000. It was the municipality which invested for CBMS in this cycle. By year 2002, the barangays were mandated to share in the amount of P5,000 each.

In the first two cycles of the CBMS data collection, the Provincial Planning and Development Coordinator’s Office through the Research and Evaluation Division, CBMS Network Coordinating Team and the Center for International Migration oversaw the data collection process through the students hired to serve as enumerators. It was in year 2005 when this was localized with data being gathered by barangay volunteers.

In 2005, institutionalization of CBMS was reinforced by the issuance of Executive Order No. 007 signed on February 21, 2005 by the Municipal Mayor, Antonio
V. Gonzales. He enjoined all barangays to support the municipal census survey using the CBMS and to allocate funds from the Real Property Tax in the implementation of the activity.

In this directive, a Municipal Census Committee set up in 2004, was designated to serve as the governing body in the effective implementation of the activity. The barangays were also directed to use the CBMS data in the preparation of the Socio-economic Profile in the area. This directive also institutionalized the use of CBMS data for local planning exercises.

**Localization of CBMS.** On March 28 to 31, 2005, the Training for Data Collection was undertaken for enumerators and the barangay captains. The enumerators were the BHWs, BEANS, barangay secretary and barangay kagawad for health.

Actual data collection took place in April to June 2005 or a total of 3 months.

Consolidation of data took a longer period to undertake, spanning a total of 6 months, from July to June 2005. While it was expected for the barangay to tally the results, the municipal focal persons took care of consolidation in order to lessen the errors in processing the data.

Validation took place after consolidating the data which took about 20 days for this cycle of the activity. San Vicente was one of those included in the Technology of Participation in the validation process.

Validation involved, in the first stage, the barangay captains and enumerators with the supervision of the municipal and provincial CBMS teams. The validation entailed confirmation if the identified problems were the ones experienced in the barangay. Most barangay representatives agreed to the CBMS data generated except for one where they disputed the total number of makeshift houses. Validation process at the barangay level varied depending upon the magnitude of the localities. It took two days to conduct the validation for big barangays and only one day for small barangays.

In the second stage, the municipality conducted the validation for all barangays involving the barangay captain and team leader per barangay, facilitated by the PPDO and the municipal team. This was conducted on February 16-17, 2006. The different barangays went through the process of analyzing the reasons why the top ranking CBMS indicators declined in performance and the reasons why best performing indicators fared well. Thereafter, the felt needs for the municipality were identified, considering the reasons given for declining performance in the indicators.

The municipal validation process involved high school and elementary school teachers, the Municipal Agriculturist, the Municipal Health Officer, the Sanitary Inspector and the Municipal Cooperative and Development Officer.
The validation process was considered meaningful for the municipality because this paved the way for the municipality to respond to the top ranking problem they felt most crucial. These problems were roads, electricity, day care center, educational facility and barangay health center.

**Commitment to the Implementation of the CBMS**

In general, a high rating was given to the local chief executive for his commitment to the implementation of CBMS, with a score of 6 in a scale from 1 to 7. However, it was deemed important for the local chief executive to show more confidence in investing funds for the implementation of the system. The same rating was given for the local sanggunian, hoping that resolutions could be instituted to indicate commitment for CBMS.

**Structural Arrangement for Overseeing and Implementing CBMS**

The Municipal Planning and Development Coordinator is the one principally involved in steering and overseeing the implementation of the CBMS in the locality. Other key persons involved in the conduct of the CBMS were: the Local Civil Registrar to determine the number of persons in the community, and the Municipal Social Welfare and Development Officer, who assisted in the consolidation of data. In the actual execution of the CBMS, there were two focal persons assigned under the direction MPDO: the Planning Officer and the Planning Assistant. A contractual staff was also assigned to assist in its implementation.

The role of the municipality was more visible in the third cycle of the implementation of CBMS since the focal persons were the ones who consolidated information of the different barangays, even taking care of tallying the data per barangay.

The processing of data mainly relied on manual operations since the CBMS encoding system was newly installed. Computerization was made possible when one of the projects (Palawan Tropical Forestry Protection Program) bequeathed the computer to the municipality. The NRDB is not yet being utilized since the system has not yet been installed and only one staff recently completed training on its use.

The municipal focal persons also had a role in validation processes, assisting the provincial team in conducting these at the barangay and municipal levels.

**Innovations in the Conduct of CBMS**

An innovation adopted in the implementation of CBMS was the inclusion of such variables as religion, migration (outward and inward), marital status, registration of births and deaths and agricultural areas cultivated, educational attainment and dialect. The inclusion of these indicators entailed the addition of P5,500 for the duplication of the forms. The additional data were used for sustainable development project profile.
Agricultural profile was requested by the agriculture sector. Utilization of geographical space was useful for land use planning.

**Dissemination of Data**

Dissemination of information on CBMS had been done through the presentation of data in the Socio-economic Profile. Year 2005 Socioeconomic Profile is available at the municipal level.

**Benefits and Contributions of CBMS**

At the municipal level, the identification of critical concerns and needs of the community became an important contribution for the municipality. This awareness served as the springboard for the local development council to formulate plans based on the existing situation in the different barangays (San Vicente, 2004). More than the awareness of the participants in the planning cycle is the “contribution of the information to the awareness of the community,” said the key informants.

The regular cycle in data collection was also helpful in updating the databank of the municipality to determine what improvements had been made on the different indicators or if there were indicators that deteriorated. For instance, the data generated on employment and income of households, spurred the municipality to target the strengthening of cooperatives (San Vicente, 2004). In the municipality’s report of its planning activity in 2002, about 26 cooperatives were assisted by the municipality. In the health sector, with infant deaths being reported, botika sa barangay had been established in most barangays to provide access for medicines, aside from the yearly appropriation for medical supplies in all health centers and stations. With participation rate in elementary and secondary schools deteriorating from 2000 to 2002, improvement of schools was undertaken as well as the establishment of a high school in one barangay. Electricity being available only to one third of the population, electrification projects were implemented in year 2003 in selected barangays (three of them—Binga, New Canipo and Caruray) which had been most affected. Construction of water systems was also made in 2001, targeting Barangay New Agutaya and San Isidro while in 2002, Barangay Kemdeng was targeted, to respond to the problem of access to safe water.

Thus, the CBMS data provided information in the conduct of focused targeting, which meant converging resources on barangays that were the most deprived.

The data also provided inputs in preparing the socio-economic profile of the different barangays and the municipalities. In San Vicente, preparation of the land use and tourism development plans relied on CBMS data.

Furthermore, the collection of data for three cycles was perceived as a “yardstick of development for the local government unit” (San Vicente 2004).
One key informant mentioned the contribution of CBMS to obtain additional “incentives” for the enumerators by assisting in gathering and processing information derived from the households.

Assessment of Preparation for CBMS

Personal assessment of preparation for implementing CBMS at the municipal level was rated as “5” in a scale from 1 to 5. Informants argued that more improvements can still be made in order to improve their implementation. A key weakness cited was the lack of computers to process their data. It took them a long time to process data because manual operation was the only recourse. Furthermore, it took a long time for their allocation to be released, and set back the immediate implementation of CBMS.

Assessment of performance of the CBMS Study Group that trained them was pegged at 5. Modules to build their capability were differently assessed. The highest rating was given for the orientation on data collection (7), followed by training on manual processing and validation exercises which were both given a 6. Difficulty was encountered for encoding of questionnaires which for them necessitated more time to internalize and could only be done by more practice. This was rated as 5.4, not as low as data consolidation. Training on data consolidation was rated as 5. They also hope to have more practice for data consolidation.

Facilitative Factors

Factors considered as facilitative in the implementation of CBMS is the investment on training by the key players at the municipal and barangay levels. Key informants also acknowledged the commitment and contribution of the local chief executive to implement CBMS in the entire municipality, attested by the financial allocation for CBMS activity. A sample expenditure can be seen in Table 3.

For instance, when CBMS became the responsibility of the municipality, the local chief executive invested a total of P147,551.00 to cover the cost of training, supplies, photocopying manuals, printing of questionnaires, incentives for enumerators, and overtime pay for the staff. This does not include the expenditure for validation for the year 2006 which amounted to P10,330.50.

Hence, this investment is bigger than the average amount invested by the other municipalities, estimated by the CBMS Study Group to be about P100.000 per municipality.

They also acknowledged the teamwork of the CBMS team in the municipality who were ready to render overtime service when necessary to be able to meet the deadline for the submission of the data.
Table 3. Items of Expenditure in CBMS Implementation for 2005

<table>
<thead>
<tr>
<th>Items of Expenditure</th>
<th>Amount Involved</th>
</tr>
</thead>
<tbody>
<tr>
<td>Traveling expenses (to the province for Seminars/Trainors’ Training)</td>
<td>P17,100</td>
</tr>
<tr>
<td>Supplies/materials</td>
<td>1,600</td>
</tr>
<tr>
<td>Freight</td>
<td>580</td>
</tr>
<tr>
<td>Photocopying of manuals</td>
<td>892</td>
</tr>
<tr>
<td>Catering during training/seminars for municipal enumerators</td>
<td>32,625</td>
</tr>
<tr>
<td>Printing of questionnaires/CBMS forms (at the rate of P6.00 per instrument)</td>
<td>24,041</td>
</tr>
<tr>
<td>Incentives to enumerators for 5,148 households at P10 per household</td>
<td>51,480</td>
</tr>
<tr>
<td>Overtime for Municipal Planning and Development Office Staff and Municipal Social Welfare and Development Office Staff</td>
<td>13,500</td>
</tr>
<tr>
<td>Additional forms for rider questions</td>
<td>5,500</td>
</tr>
<tr>
<td>Film developing</td>
<td>143</td>
</tr>
<tr>
<td>Total</td>
<td>P 147,551</td>
</tr>
</tbody>
</table>

**Recommendations to Improve CBMS Implementation**

Key informants see the need to clarify indicators like makeshift houses.

They also hope to have a better coordination at the different levels before data are submitted to the province.

They also see the need for retaining the indicator on electricity in the data gathering process.

To ensure sustainability of the CBMS, they hope to obtain counterpart funds from the province to implement some of its projects, particularly those for infrastructures.

**Areas for Further Training**

The municipality sees the need for training in the preparation of the socioeconomic profile. They also hope that more staff could be trained to use CSPRO and NRDB, and for data management.

**Impact of CBMS**

**Performance of Indicators Targeted in Development Plans.** One of the major contributions of CBMS is the improved socioeconomic standing of the community.
members in the local government unit because of the identification of relevant projects with respect to the unmet needs on some indicators which had been prioritized.

A view of the plans formulated following the first two cycles of CBMS in the municipality reveals this pattern. These are for such indicators as employment, proportion of infant deaths, and access to water. A follow up on the situation in year 2005 showed that access to water indeed improved as targeted. However, no data were available for employment and infant deaths for year 2005. See Table 4.

Some indicators showed deterioration in 2002 in spite of efforts to improve the baseline situation in year 2000. These were for participation rates in elementary and high school education and in percentage of households with income greater than poverty threshold. Failure to improve the situation could indicate either lack of resources or the need for other interventions which could have prevented the children from going to school. Further deterioration could be noted in year 2005 for education indicators. On the other hand, there was an improvement in situation insofar as the poverty indicator was concerned.

In the analysis of reasons why there was deterioration in performance on the indicator of children’s participation in secondary education in the 2005 validation workshop, the top ranking explanations given were: poor road condition; the school being distant from one’s home; the teacher being constantly absent; dropping out due to vices; lack of school teacher and school facilities; and poor support from parents (i.e., negligence, broken home).

On the other hand, poor participation in elementary schooling was attributed to immigration of new settlers, involvement of children in economic production, lack of support from the family and the school being too distant from one’s home.

An indicator which showed deterioration in 2000 to 2002 that led the municipality to respond to the problem was electricity. This was targeted to be resolved during the planning process in year 2003. By year 2004, the situation improved with a total of 50% of the households in the municipality reported to have electricity already.
### Table 4. Unmet Needs Addressed in San Vicente

<table>
<thead>
<tr>
<th>Unmet Need</th>
<th>Projects Implemented</th>
<th>% of Households with Met/Unmet Basic Needs</th>
<th>2000</th>
<th>2002</th>
<th>% Improvement 2002 data - baseline year</th>
<th>2005</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Economic Sector</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Employment/ household income</td>
<td>Strengthening cooperatives with a total of 26 being established</td>
<td></td>
<td>77.13</td>
<td>82.96</td>
<td>5.83 Improved</td>
<td></td>
</tr>
<tr>
<td>Households with income greater than poverty threshold</td>
<td></td>
<td></td>
<td>30.97</td>
<td>26.47</td>
<td>-4.50 Deteriorated</td>
<td>41.35</td>
</tr>
<tr>
<td><strong>Social Sector</strong></td>
<td>Botika sa barangay established in most barangays to provide access for medicine aside from the yearly appropriation for medical supplies in all health centers/stations</td>
<td></td>
<td>4.20</td>
<td>1.31</td>
<td>Improved -2.65</td>
<td></td>
</tr>
<tr>
<td>Proportion of infant deaths</td>
<td></td>
<td></td>
<td>88.41</td>
<td>85.76</td>
<td>-2.89 Deteriorated</td>
<td>81.23</td>
</tr>
<tr>
<td>Elementary participation rate</td>
<td>Improvement of schools in both levels</td>
<td></td>
<td>81.96</td>
<td>70.01</td>
<td>-11.95 Deteriorated</td>
<td>55.71</td>
</tr>
<tr>
<td>Secondary school participation rate</td>
<td>Establishment of high school in one barangay</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Infrastructure</strong></td>
<td>Electrification project implemented in year 2003 in 3 barangays with the most problem</td>
<td></td>
<td>34.65</td>
<td>32.31</td>
<td>-2.34 Deteriorated By year 2004 50% of households in the whole municipality have access to electricity</td>
<td></td>
</tr>
<tr>
<td>Household with access to electricity</td>
<td>Construction of community water system in 2001 (in 2 barangays) and 2002 (1 barangay)</td>
<td></td>
<td>58.24</td>
<td>68.04</td>
<td>9.80 Improved</td>
<td>75.98</td>
</tr>
<tr>
<td>Household with access to safe water supply</td>
<td>Construction of community water system in 5 more barangays and expected to increase coverage by 75%</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Overall Performance of the CBMS Indicators. Examining all the indicators of CBMS revealed general improvement in most of the CBMS indicators. Three indicators continuously improved from the first to the third cycles of CBMS. These are for such indicators as number of literate persons, employment rate, and household with access to safe water. Four indicators improved for two cycles (household with sanitary disposal from first to the second cycle, household income below the food threshold from the second to the third cycle, household members who are involved in community organizations from the first to the second cycle, and households in makeshift housing) also from the first to the second cycle. See Table 5.

Three indicators fluctuated but showed an overall improvement between the first to the second, and the second to the third cycles. These are for children in secondary education (22.89%), household with sanitary toilet (6.01%) and household income below the poverty threshold (6.71%).

Only three indicators continuously deteriorated in performance over the different cycles such as children in elementary education, underemployment (only for the first two cycles), and household with electricity (first two cycles).

Only two indicators fluctuated over the three cycles and showed deterioration if the first to the second, and the second to the third cycles are compared. These are for the indicators on malnourished children (-2.06%) and household victimized by crime (-.09%).

In comparison to the province, the municipality fared better on most indicators, except for underemployment and access to sanitary toilet.
<table>
<thead>
<tr>
<th>INDICATORS</th>
<th>2000</th>
<th>2002</th>
<th>2005</th>
</tr>
</thead>
<tbody>
<tr>
<td>Surveyed Population</td>
<td>91.41</td>
<td>103.92</td>
<td>117.07</td>
</tr>
<tr>
<td>Provincial Average</td>
<td>54.11</td>
<td>37.15</td>
<td>43.05</td>
</tr>
<tr>
<td>Surveyed Households</td>
<td>88</td>
<td>105.22</td>
<td>116.66</td>
</tr>
<tr>
<td>Provincial Average</td>
<td>53.55</td>
<td>37.72</td>
<td>44.42</td>
</tr>
<tr>
<td>1. Children in Elementary</td>
<td>91.01</td>
<td>86.35</td>
<td>81.00</td>
</tr>
<tr>
<td>Provincial Average</td>
<td>72.67</td>
<td>83.06</td>
<td>74.58</td>
</tr>
<tr>
<td>2. Children in Secondary</td>
<td>39.39</td>
<td>80.65</td>
<td>62.34</td>
</tr>
<tr>
<td>Provincial Average</td>
<td>51.92</td>
<td>66.21</td>
<td>52.44</td>
</tr>
<tr>
<td>3. Literate Persons</td>
<td>87.41</td>
<td>95.96</td>
<td>98.55</td>
</tr>
<tr>
<td>Provincial Average</td>
<td>90.16</td>
<td>87.36</td>
<td>90.06</td>
</tr>
<tr>
<td>4. Employment Rate</td>
<td>60.92</td>
<td>89.37</td>
<td>95.99</td>
</tr>
<tr>
<td>Provincial Average</td>
<td>79.48</td>
<td>81.98</td>
<td>86.66</td>
</tr>
<tr>
<td>5. Underemployment</td>
<td>18.02</td>
<td>81.10</td>
<td>no data</td>
</tr>
<tr>
<td>Provincial Average</td>
<td>63.00</td>
<td>65.19</td>
<td>no data</td>
</tr>
<tr>
<td>6. Malnourished Children</td>
<td>2.04</td>
<td>1.83</td>
<td>5.10</td>
</tr>
<tr>
<td>Provincial Average</td>
<td>4.58</td>
<td>5.30</td>
<td>11.49</td>
</tr>
<tr>
<td>7. HH with Sanitary Toilet</td>
<td>53.81</td>
<td>62.00</td>
<td>59.82</td>
</tr>
<tr>
<td>Provincial Average</td>
<td>61.29</td>
<td>65.78</td>
<td>37.93</td>
</tr>
<tr>
<td>8. HH with Access to Safewater</td>
<td>63.39</td>
<td>66.26</td>
<td>85.54</td>
</tr>
<tr>
<td>Provincial Average</td>
<td>53.60</td>
<td>63.86</td>
<td>51.56</td>
</tr>
<tr>
<td>9. HH with Electricity</td>
<td>55.16</td>
<td>51.89</td>
<td>No data</td>
</tr>
<tr>
<td>Provincial Average</td>
<td>29.61</td>
<td>37.37</td>
<td>No data</td>
</tr>
<tr>
<td>10. HH with Sanitary Disposal</td>
<td>0.30</td>
<td>10.11</td>
<td>No data</td>
</tr>
<tr>
<td>Provincial Average</td>
<td>8.04</td>
<td>6.72</td>
<td>No data</td>
</tr>
<tr>
<td>11. HH Income below Poverty Threshold</td>
<td>58.45</td>
<td>62.97</td>
<td>51.94</td>
</tr>
<tr>
<td>Provincial Average</td>
<td>69.40</td>
<td>77.87</td>
<td>66.23</td>
</tr>
<tr>
<td>12. HH Income below Food Threshold</td>
<td>No data</td>
<td>41.78</td>
<td>32.60</td>
</tr>
<tr>
<td>Provincial Average</td>
<td>No data</td>
<td>69.33</td>
<td>47.64</td>
</tr>
<tr>
<td>13. HH not Victimized by Crime</td>
<td>0.00</td>
<td>0.05</td>
<td>0.14</td>
</tr>
<tr>
<td>Provincial Average</td>
<td>0.35</td>
<td>0.27</td>
<td>0.13</td>
</tr>
<tr>
<td>14. HH Members of Community Organizations</td>
<td>41.84</td>
<td>45.31</td>
<td>No data</td>
</tr>
<tr>
<td>Provincial Average</td>
<td>32.91</td>
<td>37.02</td>
<td>No data</td>
</tr>
<tr>
<td>15. HH in Makeshift Housing</td>
<td>4.92</td>
<td>1.53</td>
<td>No data</td>
</tr>
<tr>
<td>Provincial Average</td>
<td>5.19</td>
<td>2.12</td>
<td>No data</td>
</tr>
</tbody>
</table>
BARANGAY NEW AGUTAYA OF SAN VICENTE

Area Profile

Based on the Socio-economic Profile of San Vicente (2006), Barangay New Agutaya is one of the 10 barangays of the municipality. It is a sparsely populated barangay in the municipality with 2,490 total population in 2005 in a 4,216 hectares of geographic space. The same Profile shows that New Agutaya is predominantly agricultural and fishing community. It also offers tourism activities. However, in spite these economic activities, low percent of households in the labor force (56.74%) and households with income below the poverty threshold (66%) based on 2005 CBMS data could have prevented households to improve their situation. However, basic services are generally available in the area. Households (92.54%) are serviced by the Rural Water Works and Sanitation Association in the barangay. Sanitary toilets are also available but only to 49.4% of the total households. Of the 5 barangays that enjoy electricity in San Vicente based on CBMS 2003 data, 28% of total households in New Agutaya have electricity while the other barangays outside of the Poblacion had a range of 6% to 23% with electricity, lower than New Agutaya. The Poblacion has the highest performance with 49%.

Children in elementary school is relatively high (86.24%), the third to the highest in the entire municipality using 2005 CBMS results. In terms of data on children in secondary school, New Agutaya shows 56.83%, the fourth to the highest among the barangays with a high participation rate. In New Agutaya, malnutrition among 0-5 years old is 30.56%, the highest among 10 barangays in San Vicente. In terms of shelter, 3.68% of total households live in makeshift housing although with respect to the other barangays, it registers as third to the lowest with this problem (Socio-Economic Profile of San Vicente 2006).

Majority of the residents are Palaweños, Tagbanua, Batac, among others. It is accessible by jeepney, multicab, and habal-habal, and making travel time approximately 5 hours from the poblacion.

Criteria for Selection of Model LGUs

As a Comprehensive and Integrated Delivery of Social Services (CIDSS) barangay from 2000-2004, New Agutaya has embraced CBMS without hesitation and community mobilization was easily undertaken. The phase out of CIDSS in 2005 made it sensible to adopt CBMS, as the processes involved in both programs were alike. The strong and supportive barangay officials readily accepted CBMS and showed their support by allocating resources for CBMS from the meager budget of the barangay. The barangay was also able to advocate to the municipal government to appropriate financial resources to support barangay projects. This was indicated by the several projects implemented such as the credit assistance program to support livelihood projects, day care services, sanitary toilets, water system, among many others.
CBMS Process

Organizing Stage. CBMS was advocated by the Provincial Planning and Development Office (PPDO) in 2000, while the municipal government through the Municipal Planning and Development Office (MPDO) carried out its implementation. The MPDO spearheaded the coordination of CBMS orientation with all barangay officials, and barangay volunteers such as barangay health workers (BHWs), barangay environment, agriculture and nutrition scholars (BEANS) and barangay day care workers (DCWs).

Initially, the CBMS received mixed reactions from the people. Having been subjected to numerous household surveys in the past, they did not take the orientation activities seriously, even as an executive order was issued by the Mayor mandating all barangays to conduct CBMS survey. Expectations were high. Barangay officials and community volunteers anticipated receiving financial resources to support CBMS but this was not to be the case. As one of the CIDSS areas in the municipality, the CBMS processes were nothing new to Barangay New Agutaya. The data gathering was conducted after orientation and training on CBMS were undertaken with financial support provided from barangay funds in 2005. Enumerators (5) were recruited including community volunteers to undertake house-to-house interview. Training materials as well as data collection forms were provided by the PPDO.

The Barangay Captain of New Agutaya showed support to the CBMS by allocating financial resources for the daily allowance of the enumerators. This allocation bolstered the high rating (7) given by the key informants for their Barangay Captain. Likewise, the barangay kagawads were supportive of the adoption of CBMS in the barangay. They were also given a 7 rating for their commitment to CBMS.

The key informant realized many reasons for adopting CBMS. The CBMS data were useful in formulating the community development plan. Not only that, their experience in CIDSS made the barangay officials become more aware of the importance of valuable data for local project planning. Also, barangay officials readily accepted the CBMS process because the CIDSS process had similarity with the former—having a set of indicators, harnessing volunteers in data collection, utilization of the data for planning and targeting, and using the data to assess performance over a period of time. The difference lies in harnessing community volunteers to participate in the planning process in the CIDSS approach.

Setting up the CBMS TWG. Having been a CIDSS area, a technical working group (TWG) was created in 2000. With the adoption of CBMS in 2005, the CIDSS TWG became the CBMS TWG. The already functional CIDSS TWG was easily mobilized and transformed into the CBMS TWG. The key informants said that with the structures of CIDSS already in place, adopting CBMS was not a difficult task.
The CBMS TWG is headed by the Barangay Captain, with 5 BHWs, 3 DCWs, 2 BEANS, and a representative each of the community welfare structures (i.e., women, youth, cooperative, Self-Employment Association, etc.), as members. The Barangay Captain ensured that the TWG was mobilized to undertake each process, including the quarterly meetings that were convened to discuss new developments in CBMS.

**Mobilization of Resources**

The CBMS team in New Agutaya was not new to data collection and tallying of data. Nevertheless, orientation on the importance of CBMS was conducted. As earlier mentioned, the team’s CIDSS experience had allowed them to gather MBN data for identifying unmet needs of the households. In the same manner, CBMS data were necessary to determine the services that were needed by the community. The barangay officials had no problem encouraging the community volunteers and the community in adopting CBMS after CIDSS support was terminated in 2004.

**The CBMS Cycle**

**Data Collection.** Community data were collected every 2 years, beginning in 2000, 2002 and 2005. The first 2 surveys were under the CIDSS program. Complete coverage was done in all the surveys. In 2005, the enumerators were given a briefing on the CBMS forms since the indicators were somewhat different from CIDSS. As volunteers, the barangay allocated a P10 allowance for every completed form. Household profile questionnaire and the barangay profile questionnaire were completed by the enumerators. Purok spot maps were also consolidated to form the barangay spot map. The household survey took 3 months in 2005.

**Data Processing.** Another orientation on the data consolidated was the computation of percentages. Collected data were tallied manually at the purok level then these were brought to the barangay for consolidation by the enumerators. The barangay data were then submitted to the MPDO that consolidated all the barangay tallies. In 2005, the CBMS team took 2 months to complete the data processing and consolidation.

**Data Validation.** Prior to submission to the MPDO, data validation was made where the barangay officials, enumerators and representatives of all the community welfare structures were present. They discussed the results of the CBMS survey and reactions were generated. At the municipal level, the MPDO also checked on data consistency through validation activity. Income data were among the indicators that contained unreliable information as households had the tendency to withhold information regarding their income. The Municipal Social Welfare and Development Office and the Local Registrar’s Office were involved in the validation of data, particularly on malnutrition and mortality data. The MPDO incorporated corrections from the validation process.

**Establishment of Data Banks.** Since data processing and consolidation are done manually at the barangay level, the data which are submitted to the MPDO are kept there.
The barangay has copies of the survey results, however, there is no conscious effort to establish a data base for CBMS since no computer is available in the locality. Computerized consolidation was set up at the MPDO.

**Dissemination of Information.** The spot maps by purok were used to reflect the socio-economic situation of households in their respective purok. This put some pressure on these households to do something to improve their lot. For instance, sanitary toilets were distributed to households that identified this need. However, most of them had not installed these for lack of money. Some of them did not have appreciation for using the sanitary toilet bowls. They were just made to lie around or used as plant boxes.

Aside from the validation activity, community general assemblies were held at least twice a year wherein about 60% usually attend. Information regarding community projects were disseminated to the community. Meetings were likewise held with basic sectors to discuss and plan the projects that address some problems. i.e., parents of malnourished children were encouraged to attend proper nutrition orientation and identify activities that respond to their problem. Drumming a metal container was a strategy to call the residents to the meeting.

**Planning and Project Identification.** From the validation process where social and economic conditions were presented, the households that demonstrated lack of certain services, were mobilized to come together to discuss their particular problems and needs. Then they were assisted to draw up their plan of action. They were encouraged to establish a formal organization so that pushing for their action plan would be more credible. These individual action plans from the different basic sectors were submitted to the purok leaders to form part of the neighborhood development plan. This plan in turn, was submitted to the barangay to be consolidated with the neighborhood development plans of the other puroks in Barangay New Agutaya. Together with the community volunteers, the barangay officials in the barangay development council, formulated the barangay development plan. The barangay development plan incorporated the major issues and problems in the barangay as indicated in the neighborhood development plans.

**Impact Monitoring.** Table 6 shows the results of the surveys in 2000, 2002 and 2005. Over the past 5 years, significant improvements can be observed.

Employment rate increased from 72.41% to 93.50% in 2005. Underemployment rate likewise improved from 74.08% to 50.08%. Nevertheless, household income greater than poverty threshold did not improve despite increase in employment rate. Livelihood activities might have been provided, however, these were not yet adequate for their families’ needs.

Health and sanitation were also identified to be still lacking particularly among 49.4% households who claimed that they had no sanitary toilets. Sanitary garbage disposal system was generally not used by about 99% of the households.
Table 6. Percent of Households by CBMS Indicator*

<table>
<thead>
<tr>
<th>Indicators</th>
<th>2000</th>
<th>2002</th>
<th>2005</th>
</tr>
</thead>
<tbody>
<tr>
<td>Surveyed Population</td>
<td>86.45</td>
<td>100.46</td>
<td>107.56</td>
</tr>
<tr>
<td>Surveyed Households</td>
<td>186</td>
<td>96.09</td>
<td>107.13</td>
</tr>
<tr>
<td>Children in Elementary</td>
<td>96.97</td>
<td>86.69</td>
<td>86.24</td>
</tr>
<tr>
<td>Children in Secondary</td>
<td>29.79</td>
<td>74.37</td>
<td>56.83</td>
</tr>
<tr>
<td>Literate Persons</td>
<td>99.39</td>
<td>98.56</td>
<td>98.22</td>
</tr>
<tr>
<td>HH Members Comm Orgns.</td>
<td>No data</td>
<td>No data</td>
<td>No data</td>
</tr>
<tr>
<td>Employment Rate</td>
<td>72.41</td>
<td>78.97</td>
<td>93.50</td>
</tr>
<tr>
<td>Underemployment Rate</td>
<td>74.36</td>
<td>50.08</td>
<td>No data</td>
</tr>
<tr>
<td>Malnourished Children</td>
<td>1.30</td>
<td>1.25</td>
<td>30.56</td>
</tr>
<tr>
<td>HH with No Sanitary Toilet</td>
<td>75.50</td>
<td>56.14</td>
<td>49.40</td>
</tr>
<tr>
<td>HH with Access to Safe Water</td>
<td>92.90</td>
<td>93.13</td>
<td>92.54</td>
</tr>
<tr>
<td>HH not in Makeshift Housing</td>
<td>No data</td>
<td>No data</td>
<td>No data</td>
</tr>
<tr>
<td>HH with Electricity</td>
<td>25.81</td>
<td>39.55</td>
<td>No data</td>
</tr>
<tr>
<td>HH with Sanitary Waste Disposal</td>
<td>0.54</td>
<td>0.23</td>
<td>No data</td>
</tr>
<tr>
<td>HH Greater than Poverty Threshold</td>
<td>75.30</td>
<td>75.91</td>
<td>66.94</td>
</tr>
<tr>
<td>HH Greater than Food Threshold</td>
<td>No data</td>
<td>62.95</td>
<td>53.43</td>
</tr>
<tr>
<td>HH No Victim Crime</td>
<td>0</td>
<td>0</td>
<td>0.12</td>
</tr>
<tr>
<td>HH No Child Death</td>
<td>No data</td>
<td>No data</td>
<td>No data</td>
</tr>
<tr>
<td>HH No Infant Death</td>
<td>No data</td>
<td>No data</td>
<td>No data</td>
</tr>
</tbody>
</table>

*Note: 2001 and 2002 data were under CIDSS; 2005 data are under CBMS

Projects Identified. In the Barangay Development Plan of 2005, livelihood projects were identified since a notable percentage of household still live below poverty threshold. In support of credit assistance for livelihood projects, training on rice trading, hogs fattening, and sari-sari store establishment, among others, were provided to beneficiaries. As a CIDSS barangay, additional funds were also sourced from the Department of Social Welfare and Development (DSWD) amounting to P200,000.

A total of P70,000 was also allocated from municipal funds for the establishment of a day care center while the lot where the center was put up was given by the barangay. Monthly contribution from parents of pre-school children was used for the operations of the day care center. The monthly allowance of the day care worker was provided by the barangay while the children’s chairs were paid for by provincial funds. In addition, sanitary toilets were also distributed to families needing them.

Beneficiaries of project services were targeted and prioritized since the services were not sufficient due to inadequate resources. The beneficiaries agreed among themselves who will receive the services ahead of the others. Those who were not targeted will receive the services in the succeeding years.

Other Uses of CBMS Data. Foremost, CBMS data were used for determining and prioritizing the projects to be provided by the local government to its constituents.
Since data were generated from the communities and were reflective of the communities’ situation, addressing their problems were more responsive and sensible, according to key informants.

Financial Support for CBMS

Earlier surveys in 2000 and 2002 were conducted under the CIDSS program. The localization of CIDSS in 2004 allowed for the adoption of CBMS in New Agutaya. Projects identified in 2001 and 2002 as results of the CIDSS surveys were primarily funded by the DSWD. As mentioned earlier, the community structures which were created then were also continued in CBMS.

New Agutaya allocated a budget for the survey in 2005. A total of P14,140 was utilized for the conduct of CBMS. The training modules were reproduced costing P5,000 from barangay funds. The amount of P4,120 was committed for the honorarium of enumerators and an additional P5,000 was spent for data processing. Transportation expenses for the validation workshop was shouldered by the municipal government. See Table 7.

Table 7. Budget Allocation for CBMS Activities

<table>
<thead>
<tr>
<th>Activities</th>
<th>Amount</th>
<th>Source of Support</th>
</tr>
</thead>
<tbody>
<tr>
<td>Reproduction of materials</td>
<td>P 5,000.00</td>
<td>Barangay</td>
</tr>
<tr>
<td>Cost of enumerators in data collection</td>
<td>4,120.00</td>
<td>Barangay</td>
</tr>
<tr>
<td>Data collection (reproduction of survey forms)</td>
<td></td>
<td>Province</td>
</tr>
<tr>
<td>Data processing/consolidation</td>
<td>5,000.00</td>
<td>Barangay</td>
</tr>
<tr>
<td>Validation workshop</td>
<td>Transportation</td>
<td>Municipality</td>
</tr>
</tbody>
</table>

Reflections on CBMS Experience

Contributions to the Locality. CBMS made local planning much easier for the local government officials. The sanggunian also recognized that identifying projects was made more rational, thus, eliminating political patronage with the constituents. Those who are really lacking in services were given more attention by providing the services that they truly need. The CBMS as a poverty alleviation strategy is valuable for forging the participation of all stakeholders in local development. Basic services were provided that benefited majority of the households in New Agutaya.

Preparation of the CBMS Team. The preparation of the CBMS team to undertake CBMS was given an average rating of 5.5. Key informants felt that there are still a lot that they have to learn such as computerization of data processing and
consolidation at the barangay level. In terms of the CBMS team’s satisfaction in preparation/mobilization efforts, a 5.16 average rating was indicated by the informants.

**Facilitating Factors.** Key informants believe that CBMS implementation was facilitated by the dynamic sharing among the key stakeholders with their time, effort and information, reinforced by the formidable teamwork and commitment of the team. The local government support given to CBMS activities and projects by the local officials at the provincial, municipal and barangay levels made possible the provision of basic services. The training and orientation that the CBMS team underwent as well as the preparation of the community, considerably helped in carrying out CBMS.

**Hindering Factors.** The barangay is comprised of 8 puroks which are remotely accessible. It was difficult for the enumerators to undertake the house-to-house survey considering the meager travel allowance given them. Insufficient knowledge and awareness due to low level of education among respondents made the conduct of survey longer and more challenging for the enumerators.

**Recommendations**

**Enhancing Implementation.** According to key informants, the barangay officials are mostly new in their positions such that orientation on CBMS is necessary in order that they have better appreciation of CBMS. Continuous advocacy regarding CBMS and its rationale is considered imperative. Transportation vehicle could also be useful in undertaking CBMS activities as well as in regular monitoring and dissemination of information.

**Ensuring Sustainability.** Key informants recommended sustaining the process of building on CBMS accomplishments as it is only in satisfying peoples’ needs that they will demand the use of CBMS.

**Improvements in Training Modules.** Modules were utilized in training the CBMS team including barangay officials. They were considered very helpful in making them understand the importance and the different processes of CBMS. Who needs to be trained further are the household members so that community awareness on the gains of participatory mechanisms to achieve social and economic development will be uplifted. On CBMS team, leadership training is necessary for the volunteers, purok leaders, and officers of the community welfare structures to develop them become more dependable leaders.
BROOKE’S POINT MUNICIPALITY

Area Profile

Brooke’s Point’s Socio-economic Profile describe the municipality as being situated in the southeastern part of mainland Palawan 192 kilometers from the provincial capital, Puerto Princesa. It is bounded by the municipalities of Sofronio Española in the north, Bataraza in the south, Rizal in the west, and the Sulu Sea in the east. Generally, it has hilly slopes. It is one of the most populated towns with a total population of 48,928 in 2000. Brooke’s point is very accessible by jeepney, bus, multicab and van from any direction. Brooke’s Point was named after an English adventurer Sir James Brooke in mid-1800s. Its original name was Bon-Bon given by the natives comprised by Muslims and Palaweños.

Today, Brooke’s Point has grown to be one of the progressive towns and growth centers of Palawan. There are 18 barangays, 2 in the poblacion and 16 in the rural section of the town. Agriculture is the primary source of income. Crops like rice, corn, banana, abaca and vegetables are grown in the area. Livestock is also a common employment activity, hogs, cattle, carabao are traded within and outside Brooke’s Point. Households have a per capita income of P6,608. Majority are Tagalog speaking and Catholics.

Government and private health facilities are available including general hospital, district hospital, rural health center, barangay health stations and clinics. The leading causes of morbidity are malaria, upper respiratory tract infection and pneumonia in 2003 while causes of death are pulmonary tuberculosis, cardio vascular diseases and pneumonia as reported in its Socio-economic Profile (Brooke’s Point 2006). Malnutrition is also considered as one of the prevalent health problems in the locality though this has been reduced by 3.1% compared to previous years, based on CBMS data. Day care centers are now present in all barangays. Potable water is accessible to only about 61.5% urban households while a lesser percentage (14.3%) access potable from artesian wells, shallow well or developed spring. The rest depends on unreliable water sources such as open wells, rainwater, rivers and streams. In addition, Brooke’s Point has recently been energized completely except for one barangay (Brooke’s Point 2006).

Criteria for Selection of Model LGUs

Full computerization (or almost complete computerization) was used to select this model municipality, apart from the full support of the local chief executive, usefulness of the CBMS data not only for the LGU but also for other organizations such as the Palawan Tropical Forestry Protection Program and the Migration Information Center. On the other hand, the model barangay in this case study was selected based on the active participation of the barangay officials in CBMS.
CBMS Process

Organizing Stage. The municipality began to advocate CBMS as early as 2000. Orientation seminars on CBMS were undertaken by the PPDO for the Office of the Municipal Planning and Development, Office of the Mayor and to all barangay captains. As expected, some barangay officials were hesitant to adopt it since there was no financial support from the local government. Prior to the first survey in 2001, the Mayor ensured the adoption of CBMS in all barangays by issuing an executive order instructing the barangay captains to implement CBMS at the barangay level. The orientation included topics like rationale and importance of CBMS, the processes that were necessary to undertake the CBMS and familiarization with the different CBMS forms.

Orientation activities in preparation for the barangay survey were likewise carried out. Data collectors were given orientation on data collection process. Then three were assigned to their respective barangays. Proper coordination was necessary to get the assistance and support of barangay officials. Volunteers (i.e., BHWs, BEANS, and DCWs) were also tapped to accompany the data collectors in the house-to-house survey since the volunteers were more familiar with people.

Key informants perceived that local chief executives like the governor, mayor and barangay captain have strong commitment in continuing the implementation of the CBMS as reflected in their rating of 7, from a scale of 1-7 with 7 as the highest rating. Similarly, key informants also gave a 7 rating to the local sanggunian’s commitment to CBMS. So far, the local sanggunian, including all department heads have always been supportive to CBMS activitie, according to them. The key informants of Brooke’s Point believe that concrete community data are essential in the formulation of development and investment plans as they not only focus on development programs that address community needs. They also allow active participation of all key stakeholders in identification and prioritization of development programs. CBMS data are likewise useful in updating the socio-economic profile at all local government levels. Moreover, CBMS data are also helpful for students, researchers and investors alike as the CBMS data are reflective of the locality’s political, social and economic conditions which are valuable information for investment and scientific inquiry, among others.

Setting up the CBMS TWG. The Municipal Technical Working Group (MTWG) was established in 2000 and has been functional since then. It is composed of the Mayor, Municipal Planning and Development Coordinator, barangay captains and kagawads. They convene twice annually to discuss planned programs and activities as well as present feedback and updates regarding on-going activities. CBMS coordination and management are performed by the TWG. The Mayor oversees all CBMS activities while the MPDC is the overall coordinator. The barangay captains supervise CBMS implementation in their respective barangays and initiate the preparation of resolutions concerning CBMS. According to the key informants, majority of the members showed active involvement in CBMS.
**Manpower Resources.** CBMS is mainly undertaken by the Municipal Planning and Development Office (MPDO). A full time staff is in charge with database systems development. Five contractual employees are tasked with data processing functions. They were originally hired as enumerators. Another full-time contractual employee supervises the field operations. The CBMS team also included a project evaluation officer. Along with their respective tasks, the team also conducts training for data collection and consolidation for barangay volunteers.

Financial resources were likewise appropriated for projects that were identified in the survey and prioritized in the planning process. The yearly budget for the CBMS surveys and data processing have grown from 2001 to 2005 which demonstrates the local government’s strong support in the utilization of CBMS in local governance.

**Data Processing.** Primarily, the local government did the data consolidation in all the surveys. In 2001, the barangays manually tallied the raw data and encoded by the MPDO. In 2003 and 2005, raw data were encoded and consolidated at the MPDO. Since tallying the data took some time in 2001, the barangays were no longer asked to tally data for the succeeding years.

Data consolidation was done manually in 2001 and 2002 while 2003 and 2005 data were also encoded manually, but the remaining data were encoded electronically when the CBMS encoding system was installed by CBMS Network Team in 2003. The original encoding system was faulty but this had been upgraded in 2005 which made encoding and consolidation not only faster but more efficient as minimal data error was generated (Interview with Kenneth Ilarde, July 28, 2006).

Likewise, the CBMS-NRDB spatial database program was adopted in December 2005 for digitalized maps. The team expressed that though the program is user-friendly, they still have difficulty adopting it, and said they need more training and time to get used to the new program. A map has been developed using the CBMS-NRDB for one barangay.

**Data Collection.** As earlier mentioned, data collection for CBMS had been undertaken since 2001. Three surveys had been conducted in all barangays in consonance with the executive order issued by the Governor enjoining all local government units to adopt the CBMS every 2 years for situation analysis, problem and project identification and prioritization at all levels. Complete enumeration was done in 2001. In 2002 however, only 8 barangays were surveyed while the remaining 18 barangays were surveyed in 2003 as financial resources were limited. The MPDO coordinated all CBMS-related activities while the PPDO monitored and evaluated the different CBMS activities. Various data collection instruments were used such as household profile questionnaire, barangay profile questionnaire and barangay spotmap. The instruments were used with no modifications.

**Data Validation.** The MPDO coordinating body conducted data validation activities with the different barangay officials, enumerators, and other sectors involved.
such as farmers, women, and senior citizens, among others. Since the data were consolidated by the MPDO, these were presented using a powerpoint in 2005. Comparisons between 2003 and 2005 data were highlighted to show poverty indicators that indicated rate improvements as well as those that deteriorated. In 2001, data were presented using Manila papers.

In the presentation in 2005, some barangays observed that certain problems that were prevalent were not included among the poverty indicators such as crime rate. Out of the 17 indicators, only 14 indicators were utilized in 2005. Indicators on forestry, ethnic origin, and religious affiliation were no longer included in 2005. These indicators were deemed no longer necessary.

Establishment of Data Banks. Starting in 2001, CBMS data (raw and consolidated data) were kept at the MPDO. When the CBMS encoding system was made available in 2003, the MPDO set up the database for the all the data collected in CBMS. A systems administrator is tasked in managing the CBMS data, while data processors encode and update these data. They also incorporate changes as a result of the validation process.

The CBMS data were all submitted to the PPDO for provincial consolidation.

Dissemination of Information. Information dissemination is an essential aspect of any development program. CBMS activities and indicators are often disseminated in regular meetings with local officials, enumerators, and program implementers at the municipal and barangay levels, including civil society groups. Results of the annual investment plan and development plan were likewise used to inform local officials to advocate for project support and constituency participation. Digitalized maps were also shared with researchers and land use planners for coming up with the comprehensive land use plan.

The CBMS data became useful for the local government in targeting beneficiaries for identified projects. Water system projects were implemented for households that indicated lack of accessibility to potable water. PhilHealth beneficiaries were also selected based on the data showing top families that lacked majority of the survival, enabling and security needs.

Planning and Identifying Projects. All stakeholders were involved in the planning process. The MPDO led in this activity as its staff coordinated the conduct of planning workshops with the different representatives of peoples' organizations (i.e., farmers, fisherfolk, homeowners' associations, water system associations, etc.) and nongovernment organizations operating in the municipality, like Rotary Club. Basic needs that were badly needed were prioritized in the municipal development plan.

Financial support was made available by the Mayor for the conduct of the surveys. The first CBMS survey in 2001 in Brooke’s Point covered all barangays which the municipal government supported to defray the enumerators’ daily allowance.
amounting to a total of P50,000. Data gathering was done by students who were selected from the barangays. Each one received P10.00 per completed household interview.

The second survey was conducted in 2002 with only 9 barangays covered, while the remaining 18 barangays were surveyed in 2003. To cover the survey expenses, P100,000 was allocated in 2002 while a higher budget was appropriated in 2003 (P165,000) including cost for data banking and updating of the socio-economic profile. An additional P225,000 was also utilized for data processing. The increase in budget appropriation was due to the growing household population, higher daily allowances for the enumerators and longer CBMS forms and questionnaires that needed to be accomplished by the enumerators.

The local government continued to show its support to CBMS by allocating P605,000 for the 2005 full survey. This amount also covered the formulation of the annual investment plan and development of geo-information system. In 2006, though no survey was conducted, P200,000 was allocated for digitalizing maps. See Table 8.

**Table 8. Budget Allocation for CBMS Activities**

<table>
<thead>
<tr>
<th>Year</th>
<th>Activities</th>
<th>Amount</th>
<th>Source of Support</th>
</tr>
</thead>
<tbody>
<tr>
<td>2001</td>
<td>Cost of enumerators in data collection</td>
<td>P 10,000</td>
<td>Barangay funds</td>
</tr>
<tr>
<td></td>
<td>Data collection and processing</td>
<td>P50,000</td>
<td>Municipal government</td>
</tr>
<tr>
<td>2002/2003</td>
<td>Cost of enumerators in data collection</td>
<td>265,000</td>
<td>Municipal government</td>
</tr>
<tr>
<td></td>
<td>Data processing/consolidation</td>
<td>225,000</td>
<td>Municipal government</td>
</tr>
<tr>
<td>2005</td>
<td>Cost of enumerators in data collection, processing, consolidation, validation, AIP formulation, database management</td>
<td>605,000</td>
<td>Municipal government</td>
</tr>
<tr>
<td>2006</td>
<td>Digitalizing maps</td>
<td>200,000</td>
<td>Municipal government</td>
</tr>
</tbody>
</table>

**Impact Monitoring.** The CBMS teams in the different barangays are composed of PO representatives, enumerators and local officials and are expected to submit to the MPDO monthly reports regarding CBMS. A municipal monitoring team of the CBMS also visits the barangays quarterly to monitor progress of CBMS related activities. In determining the impact of CBMS, the PPDO has undertaken an evaluation of the CBMS data over the years by analyzing the consolidated data at the provincial level. Patterns of increase or decrease in terms of percent families in the 14 indicators would indicate
positive or negative improvement in their socio-economic conditions. These improvements (or lack of) are also reflected in the priorities of the local government. The 20% development fund in 2005 prioritized economic concerns with P2.095 million. Of this amount, livelihood/credit assistance programs’ share amounted to P500,000 as the top basic need identified was low income and employment. In support of local trade and investment activities, P200,000 was appropriated for their promotion and enhancement. Again in 2006, more attention was given to economic programs where P3.1 million was allocated for agricultural assistance, among others. Social concerns such as health and environmental programs were given a budget of P1.3 million. Relocation and housing needs were also addressed by allocating P286,000 and P50,000, respectively.

**CBMS Impact.** The CBMS data reveal the real socio-economic conditions of the municipality in the three rounds of the survey. As indicated by the percentage of households/individuals that identified the presence or absence of the indicators in their households, poor performance was reflected for such indicators as households with income greater than poverty threshold which registered in 2005 only 33.8%, implying that 66.2% of the total families had inadequate income though 86.70% were employed. The 2005 figure on this indicator actually showed deterioration over the first two cycles. See Table 9.

**Table 9. Percent of Households by CBMS Indicator**

<table>
<thead>
<tr>
<th>Indicators</th>
<th>2000</th>
<th>2002</th>
<th>2005</th>
</tr>
</thead>
<tbody>
<tr>
<td>Surveyed Population</td>
<td>54.11</td>
<td>37.15</td>
<td>41.12</td>
</tr>
<tr>
<td>Surveyed Households</td>
<td>53.55</td>
<td>37.72</td>
<td>42.43</td>
</tr>
<tr>
<td>Children in Elementary</td>
<td>72.67</td>
<td>83.06</td>
<td>74.85</td>
</tr>
<tr>
<td>Children in Secondary</td>
<td>51.92</td>
<td>66.21</td>
<td>52.46</td>
</tr>
<tr>
<td>Literate Persons</td>
<td>90.16</td>
<td>87.36</td>
<td>90.06</td>
</tr>
<tr>
<td>HH Members Comm Orgns.</td>
<td>32.91</td>
<td>37.02</td>
<td>No data</td>
</tr>
<tr>
<td>Employment Rate</td>
<td>79.48</td>
<td>81.98</td>
<td>86.70</td>
</tr>
<tr>
<td>Underemployment Rate</td>
<td>63.00</td>
<td>97.02</td>
<td>14.33</td>
</tr>
<tr>
<td>Malnourished Children</td>
<td>4.58</td>
<td>5.30</td>
<td>11.50</td>
</tr>
<tr>
<td>HH with Sanitary Toilet</td>
<td>61.29</td>
<td>65.78</td>
<td>62.13</td>
</tr>
<tr>
<td>HH with Access to Safewater</td>
<td>53.60</td>
<td>63.86</td>
<td>51.41</td>
</tr>
<tr>
<td>HH not in Makeshift Housing</td>
<td>94.81</td>
<td>97.88</td>
<td>96.04</td>
</tr>
<tr>
<td>HH with Electricity</td>
<td>29.61</td>
<td>37.37</td>
<td>42.18</td>
</tr>
<tr>
<td>HH with Sanitary Waste Disposal</td>
<td>8.04</td>
<td>6.72</td>
<td>No data</td>
</tr>
<tr>
<td>HH Greater than Poverty Threshold</td>
<td>30.60</td>
<td>22.11</td>
<td>33.80</td>
</tr>
<tr>
<td>HH Greater than Food Threshold</td>
<td>No data</td>
<td>30.67</td>
<td>52.39</td>
</tr>
<tr>
<td>HH No Victim Crime</td>
<td>99.65</td>
<td>99.73</td>
<td>99.87</td>
</tr>
<tr>
<td>HH No Child Death</td>
<td>98.60</td>
<td>99.40</td>
<td>99.14</td>
</tr>
<tr>
<td>HH No Infant Death</td>
<td>97.02</td>
<td>99.58</td>
<td>98.64</td>
</tr>
</tbody>
</table>

Percent of families with sanitary toilets continue to be a problem as only 62.13% reported having sanitary toilets in 2005, and did not improve beyond the 60% mark through the years. Also, access to safe water was reported to be lacking with only
51.41% households reporting this, in 2005, deteriorating in situation compared to two previous CBMS cycles.

Indicators on education reveal that a very low percentage among children in elementary and high schools were in participative (74.85% and 52.46%, respectively).

There are also improvements in some indicators. Employment rates from 2000 to present have slightly increased (79.48% to 86.70%). Electricity have been slowly availed of from only 29.61% to 42.18%. Quite maintained are high percentages in no crime and no child and infant deaths.

**Other Uses of CBMS Data.** There are many uses of the CBMS data. Most logical of them is for fund sourcing particularly for those projects that entail huge amount which can not be appropriated from the local government budget due to limited resources. Also, CBMS data were much sought after by researchers, businessmen or investors as the data provide relevant social, economic, and political information that are useful for strategic planning activities both for government, business and NGOs to determine courses of actions. They also provide valuable information for doing comparative and trend analyses that are beneficial for decisionmakers.

**Reflections on CBMS Experience**

**Contributions to the Locality.** With the CBMS, a more rationale project planning and budgeting have been adopted, thus, doing away with political discretions. Project identification and implementation have logical basis for targeting its beneficiaries. The local government of Brooke’s Point has developed a clear strategy as to how development goals can be attained. Increased participation was stimulated as the CBMS process integrates all key stakeholders to come together to collectively undertake the process. The poorest families who are the core of development efforts are targeted while providing for their unmet needs. The different agencies are also interfacing with each other and with the community in synchronizing the provision of basic services.

Key informants believe that the accomplishments in CBMS can still be improved. In a scale of 1-7, the CBMS team rated 5 their preparation to undertake CBMS as a whole, preparation for data encoding and consolidation as 6, and preparation for digitalizing maps as 3. As to their satisfaction with the preparation/mobilization effort done by the CBMS team, an average of 4.5 was given.

**Facilitating Factors.** Cooperation of the community in CBMS implementation is notable. Better coordination and follow up of CBMS activities also helped a lot with communications equipment being made available. The preparatory work rested on the local government and barangay teams thus, the necessary knowledge and skills to undertake CBMS were valuable to effective CBMS implementation.

The constant monitoring and follow up of the MPDC in all CBMS activities ensured that CBMS team performed their assigned tasks.
**Hindering Factors.** There were factors that slowed down the implementation of CBMS. Overload for work of the MPDO and CBMS team contributed to the delay of activities. Encoding has also been delayed due to the frequent power failure in Brooke’s Point. In order to expedite data encoding, database program needs updating. Furthermore, computers used for data base are not adequate while funds are not yet available to procure new computers.

**Recommendations**

**Enhancing Implementation.** Key informants hope to facilitate CBMS data processing by having additional computers for encoding and consolidating data.

The NRDB program for digitalizing maps is efficient, however, a simpler program which is friendlier and less complicated for a computer literate to use would be better.

To enhance and upgrade the technical capability of the CBMS team, a programmer expert could be invited to train the CBMS team. Key informants were hopeful that more time be devoted for one-on-one tutoring on NRBD program and a longer period allocated to develop their mastery of the program through mentoring, rather than sending them to Manila to attend training to cut on training cost.

**Ensuring Sustainability.** Continuous support of local officials at the provincial, municipal and barangay levels is considered imperative. It is also important for them to continue targeting poor households so as to equitably distribute basic services. It would be to the advantage of the LGU if the contractual personnel of the CBMS team were made into permanent positions, to minimize personnel turnover. Also, a full-time computer programming expert is needed to manage and upgrade the CBMS database since continuous updating is vital for an efficient database program.

**Improvements in Training Modules.** Generally, the training modules were very helpful in enhancing the skills of the CBMS team and community in undertaking the different CBMS components. The most useful among these is the module on data collection and processing at the barangay level with key informants rating this as 7.

Modules on data consolidation and data base management got the lowest rating with 2.5. The team felt the need to be refreshed on this again.

There was no writeshop on formulating socio-economic profile conducted in the barangays. The validation exercises were done successfully with the participation of key stakeholders.

**Training Needs.** Key informants informed that further training on data analysis and processing will be helpful for the CBMS team since program upgrades are needed to
improve data base efficiency. Training on digitalizing maps should also be undertaken by all data processors to assist in developing digitalized maps for CBMS.

BARANGAY ORING-ORING

Profile

Barangay Oring-oring is one of the 18 barangays of the Municipality of Brooke’s Point. It has a total land area of 14.57 square kilometers, and the third smallest barangay in the municipality in terms of land area. It has been subdivided into six puroks or sitios—such as Purok Proper, Taking, Cadjasan, Natangkay, Panamotan and Venturanza, as reported in the Barangay Data by Brooke’s Point.

This is about seven kilometers from the Poblacion, and the fourth closest rural barangay to the Poblacion out of the 16 rural barangays.

The major sources of livelihood in the barangay are fishing and coconut farming, based on Brooke’s Point’s data on the barangay.

The population in the area has remarkably increased from 2003 to 2005 registering 1,331 in 2003 and up to 1,583 in 2005, using CBMS data, indicating an increase of 16%. Population density in the barangay is fourth (114 per square kilometer) to the highest (425 per square kilometer) among the rural barangays.

The facilities available in the area are: one elementary school, a barangay health center, day care centers, and multi-purpose hall.

Human development indicators in relation to the entire municipality is lower than the municipal average for 2005, such as for children in secondary education (only 33.10% vis-à-vis 52.51% for the latter), employment rate (60.95% as against 85.88% for the latter), malnourished children (20.63% as against 15.43% for the latter), sanitary toilet (19.29% as against 35.86% for the latter), household income below poverty threshold (83.60% as against 76.34% for the latter).

Two indicators which have shown favorable performance for the barangay in the year 2005 compared with the municipality are the percentages of children in elementary education (72.36% as against 33.10% for the latter) and household income below the food threshold (20.90% as against 45.34% for the latter). Data on households victimized by crime for year 2002 show a better standing vis-à-vis the municipality, with only 0.30% registering this as against 1.64% for the latter.

Islam is the predominant religion in the area covering 63.6% of the population, followed by Ramon Catholics (27.7%), based on 2005 CBMS data. Thus, it can be inferred that many have in-migrated into the area originating from Mindanao. This can be attested by the fact that only a small number (17.3%) indicated that they were
Palaweños in terms of their ethnic origin, based on the Tally Sheets by Brooke’s Point of Barangay Oring-oring.

**History of CBMS in the Locality**

The barangay was introduced to CBMS in 2000 when students were deployed to gather data on CBMS indicators from the households. This was also the case in the second cycle of CBMS. It was only in 2005 that the responsibility for CBMS involved the barangay volunteers to become a partner in the implementation of CBMS. These volunteers were composed of the BHWs, BEANS and some local officials like the kagawad for health. There was an initial reaction on the part of the local officials and the enumerators to take part in the process, fearful of the difficulty that its administration entailed. Eventually, there was acceptance and appreciation of the importance of the CBMS.

Thus, the active involvement of the barangay came about in 2005 when the local volunteers were tapped to take part in the data collection and validation processes.

Key informants in the barangay rated their local official as 6 in a scale from 1 to 7. However, the local sanggunian was given a rating of 5.5 by the six key informants since they consider the role of the sanggunian as critical in allocating resources in order to implement CBMS and in the implementation of projects targeted to respond to the unmet basic need and this commitment could still be improved.

**Local Resource Support for CBMS**

A total of 7 volunteers are actively involved in the implementation of the 2005 cycle of CBMS data collection. These are two BEANS, four BHWs and one kagawad for health. It took the volunteers one month (March 17-April 15 2005) to collect the data with one sitio being assigned to each volunteer worker. They also assisted in tallying the data which took them about one week to do. One of the BHWs serves as Focal Person and was the one who participated in the municipal validation workshop.

The volunteers were remunerated from the municipal coffers in the amount of P10.00 per instrument.

The long years of volunteer work (ranging from 2 years to 16 years) gave them ease in accessing the households who were targeted in the survey. However, the volunteers’ engagement as enumerators was an additional load to their usual tasks as BHWs or BEANs. For instance, BHWs have the responsibility of following up on tubercular patients who have to be given their treatment regimen. Although, there was appreciation by some of them to have additional income from this engagement, they were hoping the rate per survey could have been increased. Unlike in Barangay New Agutaya, Oring-oring did not provide additional incentive to the volunteers. The volunteers were given P10.00 per interview from the municipal coffers.
In the barangay, the BHWs reportedly receive monthly allowance of P500.00 from the barangay government for their work and supplemented by another P500.00 from the municipality.

In the data collection process, spotmaps were used to plot families with malnourished children. However, this had not been updated yet to reflect the 2005 data. The spotmaps per purok can be viewed at the nutrition office of the barangay.

Validation process in the community was undertaken with the assistance of the MPDO.

**Contributions of CBMS**

First, a key contribution of the CBMS data is being able to plan according to the unmet basic needs. The Barangay Captain who utilized the data in the second cycle of the CBMS applied the data to determine projects to respond to the problems. Lack of sanitary toilet and poor access to water supply had been responded to by channeling resources to these problems in year 2003. These CBMS data led the Barangay Captain to seek resource support from a congressman to improve its water supply.

When the data collection was localized to the barangay in 2005, he committed P56,000 from the development fund allocated to the barangay in the amount of P127,000 for electrification project, considered a key problem area which surfaced in the data gathering process. The municipality contributed in the amount of P30,000.

Second, CBMS data were used for focused targeting purposes. In year 2004, the barangay targeted families found in coastal areas by implanting a drum where their makeshift toilet could be situated, to prevent seepage of seawater to the fecal wastes. However, because of the manual nature of processing, targeting by areas was done more than individual targeting. For the year 2006, the barangay captain hopes to respond to the problem of lack of sanitary toilets by seeking for other sources of support.

Information regarding malnourished children had been used for the monthly feedings that had been extended by the barangay. This project targeted 3-6 year old children.

The information derived in the CBMS had also been used as a stepping stone for the kagawad for health in identifying families affected by the problem of malnutrition and in reaching out to them to respond to the problem. The kagawad met with the coastal families, in particular, regarding this problem.

Third, CBMS data had been considered by the volunteers as a basis for the community to take the initiative in responding to their problems (“para matutong magsumikap ang mamamayan”) because they are aware of the problem.
The practice of comparing the barangay with other localities during the validation process motivated them to improve their situation.

Assessment of Preparation for CBMS

A personal assessment of the preparation for CBMS yielded an average of 6 in a scale from 1 to 7 among the key informants. This could be related to the high assessment of the team that prepared them for their tasks to implement CBMS which also got this average.

In assessing the capability building sessions to equip the barangay team for CBMS installation, the ratings were lower than their general assessment. For instance, for the training on CBMS data collection, an average of 3.5 was given because they had difficulty in grasping the concepts at first, until these were implemented.

For the training on manual processing, the average of 4.44 was given, commenting that they needed more time to practice what was taught.

For training on encoding of questionnaires, the average of 5.44 was given by the key informants. Once again, more time was expected to practice on the processes imparted to them. The same rating was obtained for training on data consolidation and data base management.

More training was recommended for data collection process. They hope to build more confidence on this aspect.

Factors Facilitating/Hindering CBMS Implementation

Key informants cited the cooperation of the community as a facilitating factor in the implementation of CBMS.

With respect to hindering factors, key informants cited difficulty in accessing some areas. They are hoping to have bicycles to reach some difficult areas.

Because there was no counterpart fund from the barangay in remunerating the enumerators, one key informant expressed the hope of having additional remuneration in the next round of data collection.

Impact Assessment

It may be difficult to tell if the entire barangay improved in social development conditions since there are more indicators which fluctuated or had deterioration compared with the total number which improved. Because of the limited resources, investment was only made for selected projects (i.e., electricity, access to safe water and toilet facility).
Four indicators which improved over the time were: percentage of literate persons, household with access to safe water, household with electricity (with data for first two cycles only), and household with income below food threshold (with data for second and third cycles only). See Table 10.

One indicator which fluctuated over the three cycles and showed improvement over time was households victimized by crime.

Four indicators which fluctuated but had percentage point average which deteriorated over time were: children in elementary education (-3.27%), children in secondary school (-3.19), households with malnourished children (17.25%) and household with sanitary toilet (-27.99%).

Four indicators progressively deteriorated over time. One was the total number of households with income below poverty threshold from 8.59%, to 72.56% to 83.60%, in 2000, 2002 and 2005, respectively. Second, was households involved in community organizations (19.53% in 2000 to 2.3% in 2004). Third was households in makeshift housing (15.52% in 2004 to 36.33% in 2005). The fourth was employment rate (83.64% in 2002 to 60.95% in 2005).

An indicator which only had one cycle of data was household with sanitary disposal.

Follow up questions in the CBMS of 2005 which inquired about the reasons for deterioration in the poverty situation cited such reasons as poor harvest 72% who experienced deterioration in their income. The next common reason was low price of the product (13.9%). Other reasons given were loss of job or work and reduced earnings from business.

It may be noted that the unmet needs which were prioritized during the period (electricity, access to safe water and sanitary toilet), improved in situation in the last data collection process, compared with previous years. See Table 10.
<table>
<thead>
<tr>
<th>INDICATORS</th>
<th>2000</th>
<th>2002</th>
<th>2005</th>
</tr>
</thead>
<tbody>
<tr>
<td>Surveyed Population</td>
<td>91.84</td>
<td>85.68</td>
<td>94.34</td>
</tr>
<tr>
<td>Municipal Average</td>
<td>52.05</td>
<td>98.20</td>
<td></td>
</tr>
<tr>
<td>Surveyed Households</td>
<td>89.20</td>
<td>90.82</td>
<td>92.67</td>
</tr>
<tr>
<td>Municipal Average</td>
<td>54.57</td>
<td>101.30</td>
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<tr>
<td>1. Children in Elementary</td>
<td>81.01</td>
<td>68.04</td>
<td>77.82</td>
</tr>
<tr>
<td>Municipal Average</td>
<td>80.25</td>
<td>74.06</td>
<td>72.36</td>
</tr>
<tr>
<td>2. Children in Secondary</td>
<td>36.29</td>
<td>27.50</td>
<td>33.10</td>
</tr>
<tr>
<td>Municipal Average</td>
<td>56.79</td>
<td>61.14</td>
<td>51.51</td>
</tr>
<tr>
<td>3. Literate Persons</td>
<td>87.14</td>
<td>87.88</td>
<td>88.56</td>
</tr>
<tr>
<td>Municipal Average</td>
<td>90.16</td>
<td>87.78</td>
<td>82.69</td>
</tr>
<tr>
<td>4. Employment Rate</td>
<td>83.64%</td>
<td>90.70</td>
<td>85.88</td>
</tr>
<tr>
<td>Municipal Average</td>
<td>76.70</td>
<td>57.93</td>
<td></td>
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<tr>
<td>5. Underemployment</td>
<td>0.00</td>
<td>67.39</td>
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<td>Municipal Average</td>
<td>4.43</td>
<td>6.63</td>
<td>15.43</td>
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<td>6. Malnourished Children</td>
<td>3.35</td>
<td>2.19</td>
<td>20.63</td>
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<tr>
<td>Municipal Average</td>
<td>4.35</td>
<td>6.63</td>
<td>15.43</td>
</tr>
<tr>
<td>7. HH with Sanitary Toilet</td>
<td>46.48</td>
<td>9.39</td>
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<td>Municipal Average</td>
<td>57.10</td>
<td>63.28</td>
<td>35.86</td>
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<td>8. HH with Access to Safewater</td>
<td>86.72</td>
<td>88.81</td>
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<td>Municipal Average</td>
<td>72.49</td>
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<td>71.00</td>
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<td>9. HH with Electricity</td>
<td>5.08</td>
<td>7.22</td>
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<td>Municipal Average</td>
<td>28.03</td>
<td>27.51</td>
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<td>10. HH with Sanitary Disposal</td>
<td>1.95</td>
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<td>Municipal Average</td>
<td>18.26</td>
<td>12.26</td>
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<tr>
<td>11. HH Income below Poverty Threshold</td>
<td>8.59</td>
<td>72.56</td>
<td>83.60</td>
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<td>Municipal Average</td>
<td>30.15</td>
<td>70.50</td>
<td>76.34</td>
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<td>12. HH Income below Food Threshold</td>
<td>No data</td>
<td>58.84</td>
<td>20.90</td>
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<td>Municipal Average</td>
<td>No data</td>
<td>59.08</td>
<td>45.34</td>
</tr>
<tr>
<td>13. HH Victimized by Crime</td>
<td>0.00</td>
<td>0.30</td>
<td>0.00</td>
</tr>
<tr>
<td>Municipal Average</td>
<td>0.00</td>
<td>1.64</td>
<td>0.23</td>
</tr>
<tr>
<td>14. Household in Makeshift Housing</td>
<td>No data</td>
<td>15.52</td>
<td>36.33</td>
</tr>
<tr>
<td>Municipal Average</td>
<td>3.91</td>
<td>9.09</td>
<td>8.00</td>
</tr>
<tr>
<td>15. HH Members of Community Organizations</td>
<td>19.53</td>
<td>2.3</td>
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</tr>
<tr>
<td>Municipal Average</td>
<td>26.07</td>
<td>31.97</td>
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CONCLUSIONS

It can be seen that the Province of Palawan has made a mark in sustaining the CBMS implementation. The application of the technology has led to rationale decisionmaking in the different phases of management, i.e. in planning, focused targeting and the conduct of monitoring and evaluation. The prioritization of some basic needs in planning at the municipal and barangay levels has led to an improvement in the condition of these indicators. Although the dire economic difficulties of two case barangays could have prevented them from having gains in their poverty situation, especially for Oring-Oring.

The experience of New Agutaya in participatory governance in CIDSS has enriched the implementation of CBMS as community members, through the community welfare structures, and has sustained their participation in the planning process.

Community volunteers who participated in the third cycle in Barangay Oring-Oring saw the importance of gathering information and immediately felt identification with it unlike when students had been deployed to gather information. Having community volunteers implement the data collection process gave them immediate feedback on and appreciation of the problems existent in the community, since they are themselves immersed in the community. However, they expressed the need for more time to learn about the technology to be assured that they are implementing the technology correctly.

The commitment of the Provincial Governor and the Municipal Mayors of San Vicente and Brooke’s Point facilitated the implementation of CBMS, expressed by the issuance of executive directives, complimented by budgetary allocation. This commitment is matched by the dedication of the technical staff to install the system.

However, there is a need to enhance the system by improving some aspects in the system. For instance, indicators can be presented in a consistent way since the current indicators combine both positive and negative presentation in the different levels of the local government. One indicator, makeshift housing needs to be clarified for its operational definition.

Also, other operational difficulties can be threshed out which are peculiar to each area to facilitate implementation. For instance, some puroks are inaccessible for both New Agutaya and Barangay Oring-Oring and hope to have additional support for travel to access peripheral areas. For Brooke’s Point, while there are enough facilities for computerizing data sets, the frequent power failure sets back their gains.
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<tr>
<th>Year</th>
<th>Title</th>
<th>Source and Details</th>
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KEY INFORMANTS

Palawan

Agnas, Marissa J.—Research Analyst II, February 28, 2006
Daalon, Sharlene C.—Planning Officer I, February 28, 2006
Escaño, Josephine C.—Project Evaluation Officer IV and Project Leader of CBMS Group, February 28, 2006
Flores, Riza S.—Administrative Officer II, February 28, 2006
Pactanac, Ronalso H.—Planning Officer I, February 28, 2006
Rabang, Josephine—Economist II, February 28, 2006

San Vicente

Fabellar, Maria Teresa O.—Project Evaluation Officer II, February 29, 2006
Panagsayan, Lucelyn F.—Project Evaluation Officer II, February 29, 2006

Brooke’s Point

Vilma Booc, CBMS Coordinator—Municipal Planning and Development Office, March 1, 2006
Edna Dabandan—Supervising CBMS Systems Administrator, Municipal Planning and Development Office, March 1, 2006

Barangay Oring-oring

Agusaba, Victoria—Barangay Health Worker, March 1, 2006
Badidil, Lourdes—Barangay Health Worker, March 1, 2006
Gabinete, Luz—Barangay Health Worker and CBMS Focal Person, March 1, 2006
Mapun, Jama—Kagawad for Health, March 1, 2006
Palampisi, Ibrahim—Barangay Captain, March 1, 2006
Parandi, Jen—Barangay Health Worker, March 1, 2006
Pexsi, Juvilyn—Barangay Environment, Agriculture and Nutrition Scholar, March 1, 2006

Barangay New Agutaya

Adion, Penafancia—Barangay CBMS Team Leader, February 29, 2006
Nobleza, Romeo—Barangay Captain, February 29, 2006
Sulit, Mercy—Barangay Kagawad and Chair on Committee on Finance, February 29, 2006
Yala, Josephine—Barangay Environment, Agriculture and Nutrition Scholar, February 29, 2006
Zabalo, Norlita—Barangay Kagawad and Chair of the Committee on Education and Social Services, February 29, 2006
PALAWAN: THE FIRST TO IMPLEMENT THE CBMS

Victoria A. Bautista and Lilibeth J. Juan

INTRODUCTION

Background

This case study focuses on the Province of Palawan, the first local government unit to have implemented the Community-based Monitoring System (CBMS) and the first to have initiated to have it adopted at the provincial level. This will disclose the process of having it introduced and advocated in the province and a reflection on the part of the key participants of the local government regarding the factors which have facilitated its implementation and the factors that hindered or could hamper its implementation.

Witnessing how the CBMS was actually implemented at the other levels of the local government shall be demonstrated by the experience of two municipalities in the province and one barangay in each municipality. One municipality is located in the north, San Vicente and Barangay New Agutaya. The other municipality is in the south, Brooke’s Point and Barangay Oring-Oring.

Palawan is subdivided into eight zones for planning purposes. The localities are grouped according to contiguity of municipalities and peculiar economic activity. The municipality of San Vicente is considered to be an economic zone area while Brooke’s Point is agro-industrial.

The barangays being examined can be contrasted by the peculiar experience of one (New Agutaya) for the implementation of the Comprehensive and Integrated Delivery of Social Services or CIDSS, a poverty alleviation program which applies a participatory approach in responding to poverty alleviation. This was implemented even before CBMS was established and has a peculiar history of advocating a community-based information system, called Minimum Basic Needs or MBN. The MBN has a set of 33 indicators, normally used in the process of targeting individuals with unmet needs at the barangay level and in the identification of projects to respond to the unmet needs, with community members as active participants in the process.

Methodology

Key informants were interviewed in each local government level in order to draw their impressions on the processes to prepare the local government to set up and implement the CBMS. For the province, the key persons directly involved in the implementation of CBMS who served as respondents were the CBMS Study Group under
the Provincial Planning and Development Office. Seven persons took part in the focused group discussion, including the Head of the CBMS Study Group that concurrently serves as the Director of the Research and Evaluation Division.

In the municipality of San Vicente, two staff members of the Municipal Planning and Development Office took part in the focused group discussion.

In New Agutaya, respondents were the Barangay Captain, the CBMS Team Leader, a kagawad who happens to be the Chair of the Committee on Community Finances, another kagawad who happens to Chair of the Committee on Social Services, barangay health workers (BHWs) and the barangay environment, agriculture and nutrition scholar (BEANS) in the area, although in other local government units, simply labeled as barangay nutrition scholar (BNS). In Palawan, agriculture and environment are incorporated in the functions of this community volunteer.

In the municipality of Brooke’s Point, two technical staff participated in the focused group discussion. They were the CBMS Coordinator for the municipality and CBMS Systems Administrator.

In Barangay Oring-Oring in Brooke’s Point, the participants in the focused group discussion were: the Barangay Captain, four BHWs, one BEANS and one kagawad for health.

THE PROVINCIAL CONTEXT

Profile of the Province

Palawan is a province in Luzon that is bounded by the sea and is very rich in marine waters. The province’s Human Development Report in 2000, registers 45,500 square kilometers of marine waters, the total of which exceeds its land area of 14,896 square kilometers (Palawan Province et al. 2000: 9). The province is composed of 23 municipalities and the component city of Puerto Princesa. The Human Development Report describes its 13 municipalities to be mainland in nature such as Aborlan, Narra, Quezon, Española, Brooke’s Point, Rizal, and Bataraza, in the south; Puerto Princesa in the center; and San Vicente, Roxas, Dumaran, El Nido and Taytay, in the north. Eleven are island municipalities such as Busuanga, Coron, Linapacan, Culion, Cuyo, Agutaya, Magsaysay, Araceli, Cagayancillo, Balabac and Kalayaan. Altogether, these municipalities and one city have a total of 426 barangays.

The Human Development Report (Palawan Province et al. 2000: 9-12) describes Palawan to be sparsely populated with a total of 755,412 people as reported by the Census 2000 of the National Statistics Office. However, its population growth is reportedly very high, registered at 3.64%, and is above the national average of 2.02%. Its population in 1990 was 528,287. Migration has been attributed to some locations with the highest proportion originating from the Visayas. Nevertheless, compared to the only one fifth of the national average (246 per square kilometer).
Poverty incidence in Palawan is quite high and is 69.27%, far below the national average of 31.8% (Province of Palawan et al. 2000: 46). This has deteriorated as the 1994 data showed only 54.50% considered as poor. This may be attributed to a decline in employment as reported by National Statistics Office as 89.76% in 2000 from 80.43% in 1990 (Province of Palawan 2000: 46).

Livelihood is primarily drawn from agriculture, mainly from farming and fishing with about 47% contribution to the economy during the period 1995 to 1999. However, the contribution of the sector to production has been described as slow with only an annual average of 11.43% from 1995 to 1999 (Province of Palawan et al. 2000: 40), attributed to slow pace in farm mechanization, inadequate farm-to-market roads, poor access to post harvest facilities and depleted source of marine products. In agriculture, palay production is the number one endeavor with other engagements as mango, cashew and corn production (Province of Palawan: no date).

Further, the Human Development Report cites the significant contribution of the service sector to the economy with 38.24% attributed to tourism attracted by island resorts. The contribution of the industry sector is the lowest with 15.03% for the same period.

**Taking Initiative for CBMS**

Setting up the CBMS in Palawan was inspired by the challenge made by the then Vice Governor Joel T. Reyes to assess the impact of programs implemented by the province over a period of time. This challenge motivated the Head of the Research and Evaluation Division of the Provincial Planning and Development Office to seek the assistance of the Philippine Institute for Development Studies (PIDS) in rationalizing the assessment process. In March 1999, then Governor Salvador Socrates entered into an agreement with the Policy and Development Foundation Inc. that housed the Micro Impact of Macroeconomic Adjustment Policies Project Philippines (MIMAP) after PIDS. CBMS is now under the coordinative work of the CBMS Network Coordinating Team of the Angelo King Foundation School for Economic and Business Studies of the De La Salle University.

The team of Dr. Celia Reyes who heads the MIMAP was contacted and provided information about the potential of CBMS in rationalizing planning and assessment processes. In September 1999, the CBMS Project Team for Palawan was created and composed of the staff from MIMAP-Philippines led by its Executive Director, the Provincial Planning and Development Office and Mr. Dirk Heinrichs, who was then connected with the provincial government through the Integrated Expert Program of the Center of International Migration and Development (CIM).

Two months later (November 1999), the CBMS Project Team pilot tested the system in two (2) barangays of Taytay municipality in the north to check CBMS methodology and instruments. In the same month, the province-wide implementation of
the project was formally launched through Executive Order No. 15. Governor Salvador P. Socrates issued this directive to institutionalize the CBMS under the supervision of the MIMAP Project in the province. The Executive Order stressed the importance of the CBMS in ensuring “effective discharge of local functions and powers” and in providing “information base on the possible effects of economic reforms on the vulnerable groups of the society.” The Executive Order mandated the setting up of a technical working group (TWG) in each local government level to be composed of:

- At the provincial level: Provincial Planning and Development Coordinator (PPDC), Research and Evaluation Division, President of the Provincial League of the Municipal Planning and Development Coordinators (MPDCs), and Federation President of the Sangguniang Kabataan;
- At the municipal level: MPDC, President of the Association of Barangay Chairmen and the Municipal SK President; and
- At the barangay level: Barangay Chairman, Councilor, Secretary, Enumerators, Teacher-in-Charge and Chairman of the SK.

In the earlier years, the Provincial TWG functioned and met every two to three months, together with the MIMAP-CBMS Team and the CIM Consultant. At present, the most visible entity that steers the implementation of CBMS is the Research and Evaluation Division. This Division constitutes the CBMS Study Group in the province. With the institutionalization of CBMS in the province, the function of coordinating the different tasks for CBMS implementation is lodged in the CBMS Study group under the PPDO.

When Vice Governor Joel T. Reyes assumed the governorship, he further stressed the importance of the CBMS by issuing Executive Order No. 2 that enjoined all municipal governments units to allocate funds for the annual updating of the CBMS and utilizing its results ad the primary input in the formulation of barangay, municipal and provincial development plans (Reyes 2005). This executive order was issued on January 20, 2005. This executive order designated the MPDCs as the lead focal persons in all CBMS activities.

In this directive, the funding allocation for CBMS for every municipality shall cover the: 1) conduct of CBMS training for all barangay enumerators in the municipality, 2) reproduction of the household questionnaires and processing forms or tally sheets, and the conduct of census survey in all municipalities, and 4) validation of initial results as to its reliability and accuracy. Results of the CBMS are to be released not later than June 30 of every year.

This directive has further reinforced the importance of integrating CBMS in local planning and indicated the schedule of planning for every level of the local government. At the barangay level, this is to be convened on any working day from April to May of every year. In the municipality, this is to be conducted from June to July. In the province, the local development council is to be convened in August.
On the whole, because of the support of the Governor to the CBMS, he had been rated highly by the key informants giving a perfect score of “7” in the scale of 1 to 7 with 7 as the highest score.

Apart from reinforcing the significance of CBMS as a tool for planning through issuance of an executive order, the Governor has also been active in soliciting assistance from different partner institutions to support the unmet needs of the local government. For instance, the Governor tapped the support for the water projects in the province from Asian Development and the World Bank. He also committed to prioritize top seven unmet basic needs in the province.

His vision of governance focused mainly on poverty reduction when he sat into office in 2001 (Reyes 2004). This was reinforced with a “community driven” strategy by 2004 that meant harnessing more involvement from community volunteers and people’s organizations. He also structured his approach of development planning by subdividing the province into zones to be able to capture peculiar requirements of contiguous municipalities.

The provincial Sanggunian had also been rated highly with a score of “7” because of the support given for funding the installation of the CBMS in the entire province.

**Preparatory Activities for CBMS**

**Setting up CBMS.** Considering the modification that was undertaken in the implementation of the CBMS instruments in the different cycles of data collection, continuous training was conducted by the MIMAP Team and the PPDO CBMS Study Group.

With the executive fiat for the installation of CBMS in the province, the first batch of advocacy took place before the local chief executives and the Municipal Planning Coordinators in December 1999 (See Province of Palawan: no date b). There was an agreement in this forum to implement CBMS in their respective areas. From January to March 2000, four teams from the PPDO Research and Evaluation Division (CBMS Group) were deployed to conduct 5-day orientation and enumerators training in 21 municipalities. A total of 24 orientation trainings participated in by 1,300 local representatives from 354 barangays in 21 municipalities were oriented by the PPDO on the concept and use of the CBMS (i.e., survey questionnaire, manuals, and processing forms). Thus, it can be seen that the province took immediate action in order to advocate the CBMS technology.

After the conduct of a series of orientation and training workshops, surveys were conducted under the lead coordination of the municipalities (March-May, 2000). The PPDO provided assistance to the municipalities and barangays through field visits until the completion of the surveys and processing of the results, at the purok, barangay and municipality levels.
The survey results were consolidated and validated at the PPDO and in the communities from June to November of 2000. Participating municipalities numbered 21 in all out of 23. The data were presented during the Provincial Development Council in September 2000. Puerto Princesa did not participate in this round of data collection. Altogether, a total of 54% of the total population was surveyed of the participating localities (Palawan 2005).

From 2000 to the present, the same steps of CBMS implementation by the PPDO-CBMS Study Group were carried out in Palawan. The second cycle of CBMS took place two years after but only entailed sample survey of the households because of budgetary constraints. The total population surveyed constituted only 37.15% of the total population. The sampling methodology was adopted by Palawan in the conduct of data collection phase for the CBMS in 2002 the municipalities were responsible not only for the printing of household survey questionnaires but also the reproduction of processing forms and manuals. Besides, the province had just finished its complete enumeration survey in 2000.

In the third, cycle, the total surveyed increased to 41.12%.

**Role of MIMAP Team.** The role of MIMAP Team is considered as very crucial in the earlier years of CBMS installation in the province, according to the Head of the CBMS Study Group. MIMAP served both as advocate and partner in the CBMS implementation. Introduction to the concept of CBMS and the mechanisms for its implementation was through the MIMAP Team, later called the CBMS Network Coordinating Team. An important feature of the advocacy is the orientation to the use of and processing of CBMS instruments—one for the household and the one for the barangay. During The 2000 CBMS Survey, MIMAP Team assisted the CBMS Study Group of the province in the conduct of Orientation Workshops in 2 municipalities (Taytay and Brooke’s Point), after being oriented themselves to the CBMS concept and processes.

For the second round of the survey, after the instruments were reviewed and harmonized to capture the features of Minimum Basic Needs (MBN) data implemented in CIDSS areas and the Integrated Rural Accessibility Program (IRAP) data requirements of the Department of Interior and Local Government, the CBMS instruments were finalized by the MIMAP Focal Person in the area. The IRAP indicators adopted were 1) major source of livelihood, 2) proximity of barangay location to basic services and service institutions like educational facility, health facility and other services like post office, banks, market public transport, 3) major sources of water in the community, multi-purpose hall, and credit institutions, and 4) availability of electrical service. These were pilot-tested in the Municipality of Aborlan together with Palawan CBMS Study Group. MIMAP staff also joined the CBMS Study Group during the orientation trainings done in three municipalities (i.e., Narra, Española, and Roxas). Indicators on malnutrition incidence and incidence of domestic violence were drawn from the MBN and incorporated in the CBMS. In 2003, to confirm initial results of 2002 CBMS, MIMAP
Team, called the CBMS Network Coordinating Team by this time and the CBMS Study Group of Palawan jointly conducted a validation workshop in Narra, Aborlan, Taytay and San Vicente.

For the third round of the survey, CBMS instruments were again reviewed and refined by the PPDO Research staff and then finalized with the assistance of the CBMS Network Coordinating Team. This was followed by the conduct of an Orientation Program on Data Collection and Manual Processing for CBMS Trainors conducted by the Provincial Government of Palawan in coordination with the CBMS Network Coordinating Team and the municipal governments, held in Puerto Princesa City on February 28 to March 3, 2005. This training program was participated in mostly by MPDCs, CBMS Focal Persons and the Municipal Local Government Operations Officer (MLGGO). An added feature of this program was the use of powerpoint as training visuals and the introduction of new sets of CBMS instruments.

Other MIMAP/CBMS Network Coordinating Team visits in Palawan included participation in the MIMAP International Conference at Dos Palmas Resort in September 2001, the 1st National CBMS Conference, and CBMS study tours and evaluation of CBMS by the funding institution (the International Development Research Center of Canada) of CBMS approach showcasing Palawan as the CBMS model province. To facilitate computerized processing of household questionnaires and digitizing maps, a training on the CBMS computerized encoding of accomplished household profile questionnaires and digitizing maps was introduced by the CBMS Network Coordinating Team. For this purpose, the CBMS encoding system was developed using the Census and Survey Processing (CSPro) System as the base software (Interview of Kenneth Ilarde, July 28, 2006). Likewise, the Natural Resource Database (NRDB) was introduced to digitize the barangay spotmaps drawn during the data collection activity. These technologies were presented in Palawan held on August 10-11, 2005 at Puerto Princesa City.

The set of indicators implemented in the three cycles of CBMS implementation can be seen in Table 1. A total of 16 indicators was adopted in 2000. No indicator on maternal death was included by this time. As the set of indicators herein is related with those advocated by the CBMS Network Coordinating Team, it can be seen that two indicators had been added in Palawan. These are households with electricity and households with sanitary waste disposal.
Table 1. Indicators Adopted in the Three CBMS Cycles in Palawan

<table>
<thead>
<tr>
<th>SECTOR/INDICATOR</th>
<th>2000</th>
<th>2002</th>
<th>2005</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Health &amp; Nutrition</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Malnourished children</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>- Infant and children mortality rate</td>
<td>X</td>
<td>X</td>
<td>X*</td>
</tr>
<tr>
<td>- Maternal death</td>
<td>*</td>
<td>*</td>
<td>X*</td>
</tr>
<tr>
<td><strong>Water &amp; sanitation</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Access to safe water</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>- Access to sanitary toilet facilities</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td><strong>Security &amp; Shelter</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Makeshift housing incident</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td><strong>Education</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Literacy rate</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>- Participation rate in elementary school</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>- Participation rate in secondary school</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td><strong>Participation and Community Development</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Community participation</td>
<td>X</td>
<td>X</td>
<td>X*</td>
</tr>
<tr>
<td><strong>Infrastructure and Utilities</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Access to electricity</td>
<td>X</td>
<td>X</td>
<td>X*</td>
</tr>
<tr>
<td>- Access to sanitary waste disposal</td>
<td>X</td>
<td>X</td>
<td>*</td>
</tr>
<tr>
<td><strong>Peace and Order</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Incidence of armed encounters</td>
<td>X</td>
<td>*</td>
<td>*</td>
</tr>
<tr>
<td>- Incidence of crime</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td><strong>Employment and Livelihood</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Poverty incidence</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>- Food threshold</td>
<td>*</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>- Employment rate</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>- Underemployment rate</td>
<td>X</td>
<td>X</td>
<td>X*</td>
</tr>
</tbody>
</table>

Note:  
X* - Not yet processed but included in the questionnaire/collection  
*  - Not included in the collection

**Mobilization of Resources in the Province**

**Human Resources.** Human resource support in the province is mainly sourced from the staff complement of Research and Evaluation Division (RED) of the Provincial Planning and Development Office with a total of seven regular employees, four contractual workers and two casuals, making up a total of 13 staff members. While the technical working group for CBMS has not been convened at this level, the roles of the technical working group, as defined in Executive Order No. 2, are performed by this office. This Division constitutes the CBMS Study Group in the province.

A key function performed by this Group is coordination. This is performed by convening the different representatives of the local government units (LGUs) in order to advocate and impart the importance of CBMS. In these meetings, workshops are
conducted in order to build the capabilities of the representatives of the other local
government for setting up the CBMS. The team also provides technical assistance on
queries raised by the other LGUs. The team also oversees the implementation of CBMS
by making personal visits while CBMS is being implemented, such as for instance,
visiting the other levels about four times last year when data collection was undertaken.

The team also conducts validation of data gathered from the barangay and in the
validation of data consolidated at the municipal level.

The team also performs the important role of consolidating the data submitted by
the municipalities, derived from the report of their respective barangays.

In other words, the CBMS operations are regular functions of this office and
therefore signify the institutionalization of CBMS in the provincial office.

The province is assisted by the CBMS Network Coordinating Team, with a
regular point person providing technical support. In some instances, no less than the
Project Leader of CBMS assists in the conduct of capability building activities.

The presence of a technical person from the Integrated Expert Program of the
Center of International Migration and Development (CIM) through Mr. Dirk Heinrichs,
enriched the implementation of CBMS, by extending his expert support in setting up the
Geographic Information System (GIS) of the province.

Financial Allocation. Because of the commitment of the province to the
conduct of CBMS, regular allocation for the implementation of CBMS had been
integrated in the yearly allocation of the province. For instance, the amount of P1.2
million was allocated in 2002 when the second cycle of data gathering was undertaken.
The succeeding year, when data validation exercises were conducted, the amount of P1.5
million was programmed. In 2005, when the third cycle was conducted, the sum of
P500,000 was committed, lower than the earlier allocation since there was expectation
from the other local government units to contribute to the reproduction of the instruments
and the payment of the enumerators. Year 2006 had a bigger allocation (P1 million)
because of the need to travel to and from the municipalities and barangays to conduct the
validation processes. However, this amount was lower than the earlier budget of P1.5
million.

Total allocation does not include the services of the regular staff but those
involving the contractual and casual workers; and expenses for traveling, office supplies,
conference and meetings.

An estimated P100,000 is allocated by each municipality to implement the data
collection process and covers its share in the conduct of the survey such as the
reproduction of the materials and payment of allowances to every enumerator; processing
of data; and validation by the municipal focal persons of the data gathered in the
barangays.
Actual Implementation of CBMS

**Data Collection.** Data collection phase entails administration of the instrument to gather information of the households using the instruments recommended by the MIMAP. The province included electricity and sanitary waste disposal.

Three cycles of data collection were conducted in the province although the specific details of actual data collection can be witnessed in each barangay. The province comes into the fore in this phase to set the tone for the collection process—when it occurs and the reference year for the data collection, apart from defining and agreeing on the instruments and systems advocated by the CBMS Network Coordinating Team.

The Palawan CBMS Study Group also supervises the data collection process by visiting the barangays during this phase.

To date, only two municipalities (Kalayaan and Culion) have not participated in the data collection process. Kalayaan and Culion are both distant from the province to oversee the implementation of the information system. On the other hand, Puerto Princesa has a huge population size. Puerto Princesa decided to make be actively involved in 2003.

At the barangay level, the key persons expected to be involved in data gathering are the existing volunteer workers (BHWs and the BEANS), sangguniang kabataan (SK), school teachers and students. In the municipality of Brooke’s Point, for instance, the students were primarily harnessed to collect data in the first two cycles of CBMS, before the volunteer workers came in to gather data in 2005. In New Agutaya, the volunteers were the ones who gathered data on basic needs in the community: the first two under MBN and the third one under CBMS.

**Data Processing and Consolidation.** The province’s role in this phase is in the consolidation of data, obtained from the aggregated data sets from the municipality, summarizing the data of every barangay. At the provincial level, all the data sets are computerized. However, the same cannot be said of all the participating municipalities (21 in all). The CBMS encoding system, which the CSPRO is the base software, recommended by the CBMS Network Coordinating Team, is being implemented at the provincial level and has reportedly facilitated the processing and consolidation of information obtained from the different municipalities. Only seven municipalities have started to apply the system. Thus, the other municipalities, as well as the participating barangays apply manual data processing.

An important innovation in the province is the adoption of the Natural Resources Database (NRDB) Program, a spatial database that was adopted through the assistance of a British consultant, Mr. Richard Alexander. Mr. Alexander set up this system in Bohol. The NRDB Program was adapted to the peculiar conditions of the CBMS with the assistance of Mr. Heinrichs. Thus, in setting up the spatial maps in the CBMS areas,
NRDB is able to reflect the available resources in order to help explain why some CBMS indicators are low in some municipalities and barangays. Thus, it was considered by the Palawan CBMS Study Group as an effective tool in analyzing performance of local governments on certain indicators. The limitation of the application of the NRDB in the two previous CBMS implementation in Palawan is the lack of household level data in the database. This was the reason why the CBMS Network Coordinating Team came up with the CBMS Encoding System in order for the LGUs to incorporate household level information in their database (Interview with Kenneth Ilarde, July 28, 2006).

In the third implementation of the CBMS in Palawan, the CBMS Network Coordinating Team introduced the CBMS encoding system and the CBMS Simulator software to the province and selected municipalities to further enrich their database to come up with household level information for more focused program implementation and targeting (Interview with Kenneth Ilarde, July 28, 2006).

Data Validation. Validation process occurs after aggregating data from each level of local government, in order to ascertain if the data collected reflects reality. It is also an opportunity to assess how data are collected and aggregated in each level of local government. In this phase of CBMS implementation, the province has an important role to play. Focal persons of the province for each barangay witness how the municipal CBMS Team conducts the validation process in this level, often undertaken in the presence of all barangay representatives. On the other hand, the provincial team is the one involved in facilitating the conduct of the validation process at the municipal level, which often aggregates the data of each barangay.

Questionable data are pointed out by the facilitators and other participants, such as for instance, if the data deviates significantly from other barangays. If there is need to gather information from the barangay, the timeframe for resubmissions is agreed upon.

In Palawan, the CBMS Study Group initiated four types of validation processes. The first type entails the presentation of data by each barangay in every municipality using table presentations in Manila papers showing the performance of each barangay for the indicators of CBMS. The validation is participated in by the barangay captain, the enumerators and municipal focal persons. This is the standard process in validating the data.

The second approach, which is an innovation over the usual process applied in other areas, was implemented in El Nido. Each barangay which presented the data on the CBMS indicators in the municipality, made an analysis of the root cause of the problem for each indicator. Undertaking this process enables the locality to identify common problems. For instance, lack of sanitary toilet and malnutrition could be attributed to low education of the mother. Hence, one project (i.e., educating the mother) could be recommended in order to respond to two unmet basic needs.

The third approach which was applied in Quezon, was the presentation of digitized map that indicated color codes for indicators with the highest percentage of unmet needs. Projects were identified on the basis of the unmet needs defined by the
barangay representatives, under the facilitation of the municipal focal persons with the assistance of the province. The peculiar physical features of the local government were matched with the unmet needs to help explain why the indicator was not fulfilled.

The fourth approach was implemented in the validation workshop in the municipality of San Vicente in early February 2006. This reportedly applied the “Technology of Participation” which was influenced by prior training exposure of the Head of CBMS Study Group. This entailed involvement on the part of the participants in analyzing the reasons why top three indicators that had the lowest rating performed poorly and the reasons why highest rated indicators performed well.

The validation started with the presentation by a municipal focal person showing the top performing barangays and poorest performing barangays per indicator, and compared these with the municipal and provincial averages.

The second stage enabled each Barangay Captain to present the top performing and poorest performing puroks on each indicator, comparing these with municipal average per indicator.

The third stage entailed presentation of data by the municipality showing for each indicator, the first three barangays with increasing and those with decreasing performances. The participants were asked to give their reasons (in not more than five words, using metacards) why there was an increasing and declining trend. These responses were posted on the board and then grouped for similarities in responses. The participants were then given time to ask questions for clarifications about the grouping. Similar answers were given an appropriate title. And finally, participants confirmed if the titles or labels given to the responses were agreeable to them.

On the basis of the reasons given for the declining performance in responding to unmet needs, participants were asked to identify the top five “felt needs” they hope to address. For the municipality of San Vicente, these were: roads, electricity, daycare center, educational facilities and barangay health center.

**Undertaking Impact Assessment**

Considering the processes undertaken in the validation exercises in Palawan, it may be noted that impact assessment had been undertaken in some of the localities when comparisons were made in terms of the progress from the baseline year to the most recent assessment. Finding reasons why there was declining performance in some localities for each indicator was a manifestation of a reflective activity that led them to find solutions to the most common sources or reasons for the decline in performance. Appropriate responses resulted from this reflective exercise.

One of the significant contributions of Palawan in impact assessment was the implementation of what it labeled as Participatory Impact Monitoring from March to July 2002 (Palawan 2002). This was implemented in order to ascertain if the Comprehensive
and Integrated Delivery of Social Services (CIDSS) was indeed a “mechanism to alleviate poverty through community involvement and empowerment,” to facilitate “joint learning exercise for CIDSS implementing agencies and the communities” and to enable the provincial government to develop tools to “conduct regular impact monitoring studies,” among others (Palawan 2002). The conduct of this assessment was considered for its potential as a strategy in integrating with the CBMS model. Apart from the usual modes of data collection where secondary data were reviewed and site visitations of selected projects, the team members who were involved in this session considered the community leaders’ assessment, apart from those involved in the interagency committee constituted for CIDSS.

Indicators were formulated in order to assess the performance on the key variables in impact monitoring (Palawan 2002). The key variables were:

1) impact of CIDSS on empowerment which was indicated by the extent to which CIDSS enabled local organizations assume a role in development undertaking manifested by social preparation of the community for involvement in development, existence of community structures, involvement of the community structures in project development and management, and localization efforts, with scores being given on a scale from 1 to 4 with 4 showing very high impact as evidenced by communities being self-mobilized and capable to implement and sustain projects;

2) impact of CIDSS on poverty alleviation as indicated by a change in welfare status of beneficiary households based on magnitude of beneficiary coverage, expressed as the ratio of project beneficiaries to total households; inclusion of poor households, measured as the ratio of poor beneficiary households to total beneficiary households; and the relative improvement in well-being of households, expressed as the relative change in the level of unmet need addressed by the project; and

3) cost-effectiveness of CIDSS beneficiaries as indicated by the CIDSS services and goods delivered in a cost competitive way when compared to other modes of service delivery, showing: unit cost of services; cost of services per beneficiary, measured as the ratio of total project cost and number of beneficiary households; and internal (community) resources mobilization, measured as ratio of community resources to total project cost.

Four barangays out of 37 introduced to CIDSS in 13 municipalities of Palawan served as the focus of the study where 14 CBMS indicators were used to assess performance on human development indicators. The barangays were chosen to represent a coastal area in the northeast, coastal and upland areas in the northwest, and another upland area in the southeastern part of Palawan.

A key feature of the PIM was harnessing the participation of the community in drawing their assessment of the different features of the CIDSS.
There is an intention to apply PIM to some selected projects this year.

**Dissemination of Results/Data**

One of the most visible venue to demonstrate utilization and dissemination of CBMS data is the publication of the Human Development Report for the Province of Palawan. This has utilized mainly CBMS data, supplemented by other data. Other data sources included the Gross National Product Account and secondary sources such as the National Statistics Office Census Reports; labor surveys; school participation reports from the Department of Education; the health report from the Provincial Health Office; and the socioeconomic profiles of the previous years prepared by the Provincial Planning and Development Office (see Province of Palawan 2000). The Human Development Report is a document that reflects the performance on human development indicators which enabled the province to classify localities with high, middle and low performance. The classifications according to level of development challenged local governments to provide appropriate responses in order to improve their situation or to ensure continuity in performance among those which are already faring well on these different indicators.

Dissemination of data is further supplemented by the use of NRDB which has linked CBMS data with other socioeconomic and spatial information such as administrative boundaries, gross domestic product and other National Statistics Office data (see Escaño, 2002). CBMS results can be displayed in map format. The NRDB program has enabled the use of graphical output as time series graph or histogram. These innovations led the province to demonstrate its contributions in other fora outside of the province such as the Conference on Local Government Initiatives for Poverty Reduction in Davao City, as early as September 2002.

In the preparation of the Socio-economic Profile, the data are also used and is an opportunity to impart to the citizenry their situation and is considered a means by which the province is able to disseminate the results of the CBMS.

**Contributions of CBMS**

**In the Planning Process.** CBMS is continuously advocated as a tool for planning in the different levels of government by the provincial office. From the point of view of the province, this starts with the identification of goals such as for instance, the formulation of the provincial government development thrust towards poverty alleviation (See Escaño 2005: 2).

Apart from goal setting, the province considers CBMS as a guide for project implementers in setting project targets since “it provides inputs in identifying the right project location, the right project beneficiaries and the type of intervention scheme needed most in a specific area” (Escaño 2005: 2). For instance, the province reportedly utilized the indicators in identifying Philippine Health Insurance (PHILHEALTH) beneficiaries. Some areas that were reported to need water and energy had been
identified and targeted. Beneficiaries of barangay electrification and sanitation project, a loan project from the World Bank through the Land Bank of the Philippines, relied on CBMS data.

CBMS is also a helpful tool in formulating other plans. In the preparation of the municipal comprehensive and land use plans and socioeconomic profiles, CBMS had been relied upon.

The presence of “reliable, relevant and comprehensive data” (Escaño 2005: 2) on welfare conditions facilitated the decisionmaking process and ensured objectivity in decisionmaking.

**Monitoring and Impact Evaluation.** The implementation of three cycles of CBMS had been able to help the province ascertain changes in welfare conditions, defining the degree of improvements as well as indicators that deteriorated in performance. The information had been able to guide implementers in terms of the needed adjustments or modifications that had to be made in the services or strategies that were implemented. The province had been able to identify the areas where they were weak and the areas where they had comparative advantage. The validation exercises became an opportunity to reflect on the root causes of the problem and the springboard for identifying appropriate response mechanisms.

**A Tool for Advocacy.** CBMS had been utilized as a tool for advocacy. Support from external institutions had been mobilized because funding institutions were provided enough evidence of the importance of the problem where resources had to be invested. For instance, the Palawan Tropical Forestry Protection Program of the European Union utilized CBMS data.

The track record of Palawan served as a venue for the Department of Interior and Local Government to showcase the importance of a community-based monitoring system to help propagate a directive it issued in 2003, advocating the need of installing a community-based information system in the Local Poverty Reduction Action Planning Process (Escaño 2005: 5).

**Reflecting on the Preparation for CBMS**

**Assessment.** Insofar as the provincial key informants were concerned, their preparation was considered very good, rated 7 in a scale from 1 to 7. This sprang from the very high assessment given to the preparation they have obtained from the CBMS Networking Coordinating Team from Manila which was also rated as 7. All the training modules imparted were rated highly (7) (i.e., training of CBMS data collection, training on manual processing, training on data consolidation and data base management and validation exercises). Only one training module was rated as 6 (training on encoding of questionnaires) where the provincial key informants expressed the need to add more days to the activity.
Another recommendation was the need to improve their capability for community participation since validation exercises capitalizes on the community’s engagement.

**Training Needs.** The area where they feel they need improvement is on technical writing, defining the poverty threshold and the use of information technology. A key reaction to defining the poverty threshold is the need to reassess the income mark for the poverty line. The key informants believe that there are other sources to sustain the subsistence of a family which may not have been captured in defining the income bracket placing Palawan as poor in performance on poverty.

**Factors Influencing the Performance of CBMS**

**Facilitating Factors.** Commitment of the top leadership has been recognized as the key factor in steering the implementation of CBMS. This is evidenced by the financial outlay for CBMS, the executive directive on the institution of CBMS and the utilization of CBMS in the different phases of decisionmaking (in planning, identification of target areas for prioritization, and to seek financial support).

The commitment has radiated to and internalized by the focal persons for CBMS.

Then there is also the acceptance of the community participants witnessed by their willingness to implement CBMS at the local level.

**Impeding Factors.** A key impediment in the province is the insufficient funds of the local government units to implement the CBMS (Escaño 2005). Municipalities, reportedly, find difficulty in raising P200,000 to carry out activities required for the CBMS installation. The budget covers the cost of reproducing survey instruments, conducting orientation seminar on data collection and providing honorarium for enumerators. In some areas, the required coverage for data collection could not be achieved.

Full utilization of CBMS in municipal and barangay levels for planning exercises still have to be steered some more.

**Recommendations.** It was recommended that more advocacy be conducted to convince the sanggunian to commit more budget at the municipal level (Escaño 2005). This is dependent on the convincing power of the mayor for the sanggunian to make an allocation for the CBMS installation.

It was also recommended that project support be extended if there is CBMS data to ensure that the system is institutionalized.

**Impact of CBMS**

On the whole, the general performance of Palawan on the key indicators seem to tilt towards improvement. Among the CBMS indicators, seven indicators improved over the two to three cycles. These are for such indicators as household members in...
community organizations (first two cycles), employment rate (three cycles), household with electricity (two cycles), households greater than the food threshold (two cycles), no household victimized by crime (three cycles), households with no child death (first two cycles), and households with no infant death (two cycles). See Table 2.

Three indicators fluctuated in performance but indicated general improvement if the first to the second CBMS and then the second to the third cycles are compared in their percentage point improvements (i.e., households greater than poverty threshold with an increase of 3.2%, percentage of literate persons with 2.18%, children in secondary education with 1.04% and households not in makeshift houses with 1.22%.

One indicator fluctuated in performance but indicated no improvement at all (literate persons).

Two indicators also fluctuated in performance but had an average of performance which declined, -16.4% for households with sanitary toilet and -2.19% for households with safe water.

Three indicators declined consistently (underemployment), from the first to the third cycles and households with sanitary disposal, for the first to the second cycles.

However, Palawan still has to steer developmental processes more aggressively considering that eleven indicators are below the national average in terms of performance. These are for elementary participation rate, secondary participation rate, literacy rate, employment rate, underemployment, malnourished children, access to sanitary toilet, access to safe water, access to electricity, poverty threshold, and food threshold.
### Table 2. Palawan CBMS

<table>
<thead>
<tr>
<th>INDICATORS</th>
<th>2000</th>
<th>2002</th>
<th>2005</th>
</tr>
</thead>
<tbody>
<tr>
<td>Surveyed Population</td>
<td>54.11</td>
<td>37.15</td>
<td>41.12</td>
</tr>
<tr>
<td>Surveyed Households</td>
<td>53.55</td>
<td>37.72</td>
<td>42.43</td>
</tr>
<tr>
<td>1. Children in Elementary</td>
<td>72.67</td>
<td>83.06</td>
<td>74.85</td>
</tr>
<tr>
<td>National Average*</td>
<td></td>
<td>96.8 SY 01-02</td>
<td></td>
</tr>
<tr>
<td>2. Children in Secondary</td>
<td>51.92</td>
<td>66.21</td>
<td>52.46</td>
</tr>
<tr>
<td>National Average*</td>
<td></td>
<td>66.1 SY 01-02</td>
<td></td>
</tr>
<tr>
<td>3. Literate Persons</td>
<td>90.16</td>
<td>87.36</td>
<td>90.06</td>
</tr>
<tr>
<td>National Average**</td>
<td></td>
<td>92.3</td>
<td></td>
</tr>
<tr>
<td>4. HH (Household) Members in Community Organizations</td>
<td>32.91</td>
<td>37.02</td>
<td>No data</td>
</tr>
<tr>
<td>National Average</td>
<td></td>
<td>No data</td>
<td></td>
</tr>
<tr>
<td>5. Employment Rate</td>
<td>79.48</td>
<td>81.98</td>
<td>86.70</td>
</tr>
<tr>
<td>National average***</td>
<td></td>
<td>89.8</td>
<td></td>
</tr>
<tr>
<td>6. Underemployment</td>
<td>63.00</td>
<td>97.02</td>
<td>15.3</td>
</tr>
<tr>
<td>National Average***</td>
<td></td>
<td>15.3</td>
<td></td>
</tr>
<tr>
<td>7. Malnourished Children</td>
<td>4.58</td>
<td>5.30</td>
<td>11.50</td>
</tr>
<tr>
<td>National Average****</td>
<td></td>
<td>7.90</td>
<td></td>
</tr>
<tr>
<td>8. HH with Sanitary Toilet</td>
<td>61.29</td>
<td>65.78</td>
<td>37.87</td>
</tr>
<tr>
<td>National Average*****</td>
<td>82.50</td>
<td></td>
<td></td>
</tr>
<tr>
<td>9. HH Access Safewater****</td>
<td>53.60</td>
<td>63.86</td>
<td>51.41</td>
</tr>
<tr>
<td>National Average*****</td>
<td>78.60</td>
<td></td>
<td></td>
</tr>
<tr>
<td>10. HH NOT in Makeshift Housing</td>
<td>94.81</td>
<td>97.88</td>
<td>96.04</td>
</tr>
<tr>
<td>National Average</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>11. HH with Electricity****</td>
<td>29.61</td>
<td>37.37</td>
<td>No data</td>
</tr>
<tr>
<td>National Average*****</td>
<td>73.3 in 1999</td>
<td></td>
<td></td>
</tr>
<tr>
<td>12. HHS with Sanitary Waste Disposal</td>
<td>8.04</td>
<td>6.72</td>
<td>No data</td>
</tr>
<tr>
<td>13. HHS Greater than Poverty Threshold</td>
<td>30.60</td>
<td>22.11</td>
<td>33.80</td>
</tr>
<tr>
<td>National average******</td>
<td>71.60</td>
<td></td>
<td></td>
</tr>
<tr>
<td>14. HHS Greater than Food Threshold</td>
<td>No data</td>
<td>30.67</td>
<td>52.39</td>
</tr>
<tr>
<td>National Average*******</td>
<td>86.9</td>
<td></td>
<td></td>
</tr>
<tr>
<td>15. HHS No Victim Crime</td>
<td>99.65</td>
<td>99.73</td>
<td>99.87</td>
</tr>
<tr>
<td>16. HH No Child Death</td>
<td>98.60</td>
<td>99.40</td>
<td>No data</td>
</tr>
<tr>
<td>17. HH No Infant Death</td>
<td>97.02</td>
<td>99.58</td>
<td>No data</td>
</tr>
</tbody>
</table>

Notes: The asterisked data are sourced by Palawan from the
* Department of Education.
** 2000 Census of Population and Housing
*** 2000 Family Income and Expenditure Survey
***** National Nutrition Council from the Operation Timbang using the old standard of measurements.
****** National Poverty Indicator Survey of the National Statistics Office
******* National Statistical Coordination Board
THE MUNICIPALITY OF SAN VICENTE

Profile

Located in the northwestern part of the province, San Vicente is 186 kilometers from Puerto Princesa City (San Vicente 2005: 1). The municipality has a total of ten barangays. The total population surveyed in 2005 using the CBMS data was 25,429 with 5,149 households, increasing over the 2000 data of 4,174 households by 18.9%. Access to the municipality is limited by the rugged condition of the roads.

San Vicente is predominantly farming and fishing in economic engagement although the municipal profile shows that a vast portion of the hillside is not fully utilized for farming because of the absence of roads connecting barangays to the poblacion, the lack of irrigation system, high cost of agricultural inputs, absence of marketing venues, and poor technical assistance, among others (San Vicente 2005: 6). Principal crops produced are rice, corn, vegetables, coconut, coffee, cashew, banana, mango and pineapple.

The presence of CBMS data has enabled the municipality to present information on employment in its municipal profile indicating a rate of 92.26% in 2005, higher than the province’s 86.40% (San Vicente 2005: 7).

The municipality’s profile in terms of poverty is better than the provincial average as households with income greater than poverty threshold is 41.35% in 2005 for the former as against 33.96% for the latter. Literacy rate is better than the province with 96.3% for the former and only 90.95% for the latter.

Historical Account of CBMS

Early Years. The municipality was involved in the initial advocacy for CBMS in 1999. As the Municipal Planning and Development Coordinator actively got involved in this workshop, he eventually conveyed the information to the local chief executive. Commitment to CBMS by the Mayor was demonstrated by the financial allocation of P100,000 to conduct CBMS in year 2000. It was the municipality which invested for CBMS in this cycle. By year 2002, the barangays were mandated to share in the amount of P5,000 each.

In the first two cycles of the CBMS data collection, the Provincial Planning and Development Coordinator’s Office through the Research and Evaluation Division, CBMS Network Coordinating Team and the Center for International Migration oversaw the data collection process through the students hired to serve as enumerators. It was in year 2005 when this was localized with data being gathered by barangay volunteers.

In 2005, institutionalization of CBMS was reinforced by the issuance of Executive Order No. 007 signed on February 21, 2005 by the Municipal Mayor, Antonio
V. Gonzales. He enjoined all barangays to support the municipal census survey using the CBMS and to allocate funds from the Real Property Tax in the implementation of the activity.

In this directive, a Municipal Census Committee set up in 2004, was designated to serve as the governing body in the effective implementation of the activity. The barangays were also directed to use the CBMS data in the preparation of the Socio-economic Profile in the area. This directive also institutionalized the use of CBMS data for local planning exercises.

**Localization of CBMS.** On March 28 to 31, 2005, the Training for Data Collection was undertaken for enumerators and the barangay captains. The enumerators were the BHWs, BEANS, barangay secretary and barangay kagawad for health.

Actual data collection took place in April to June 2005 or a total of 3 months.

Consolidation of data took a longer period to undertake, spanning a total of 6 months, from July to June 2005. While it was expected for the barangay to tally the results, the municipal focal persons took care of consolidation in order to lessen the errors in processing the data.

Validation took place after consolidating the data which took about 20 days for this cycle of the activity. San Vicente was one of those included in the Technology of Participation in the validation process.

Validation involved, in the first stage, the barangay captains and enumerators with the supervision of the municipal and provincial CBMS teams. The validation entailed confirmation if the identified problems were the ones experienced in the barangay. Most barangay representatives agreed to the CBMS data generated except for one where they disputed the total number of makeshift houses. Validation process at the barangay level varied depending upon the magnitude of the localities. It took two days to conduct the validation for big barangays and only one day for small barangays.

In the second stage, the municipality conducted the validation for all barangays involving the barangay captain and team leader per barangay, facilitated by the PPDO and the municipal team. This was conducted on February 16-17, 2006. The different barangays went through the process of analyzing the reasons why the top ranking CBMS indicators declined in performance and the reasons why best performing indicators fared well. Thereafter, the felt needs for the municipality were identified, considering the reasons given for declining performance in the indicators.

The municipal validation process involved high school and elementary school teachers, the Municipal Agriculturist, the Municipal Health Officer, the Sanitary Inspector and the Municipal Cooperative and Development Officer.
The validation process was considered meaningful for the municipality because this paved the way for the municipality to respond to the top ranking problem they felt most crucial. These problems were roads, electricity, day care center, educational facility and barangay health center.

Commitment to the Implementation of the CBMS

In general, a high rating was given to the local chief executive for his commitment to the implementation of CBMS, with a score of 6 in a scale from 1 to 7. However, it was deemed important for the local chief executive to show more confidence in investing funds for the implementation of the system. The same rating was given for the local sanggunian, hoping that resolutions could be instituted to indicate commitment for CBMS.

Structural Arrangement for Overseeing and Implementing CBMS

The Municipal Planning and Development Coordinator is the one principally involved in steering and overseeing the implementation of the CBMS in the locality. Other key persons involved in the conduct of the CBMS were: the Local Civil Registrar to determine the number of persons in the community, and the Municipal Social Welfare and Development Officer, who assisted in the consolidation of data. In the actual execution of the CBMS, there were two focal persons assigned under the direction MPDO: the Planning Officer and the Planning Assistant. A contractual staff was also assigned to assist in its implementation.

The role of the municipality was more visible in the third cycle of the implementation of CBMS since the focal persons were the ones who consolidated information of the different barangays, even taking care of tallying the data per barangay.

The processing of data mainly relied on manual operations since the CBMS encoding system was newly installed. Computerization was made possible when one of the projects (Palawan Tropical Forestry Protection Program) bequeathed the computer to the municipality. The NRDB is not yet being utilized since the system has not yet been installed and only one staff recently completed training on its use.

The municipal focal persons also had a role in validation processes, assisting the provincial team in conducting these at the barangay and municipal levels.

Innovations in the Conduct of CBMS

An innovation adopted in the implementation of CBMS was the inclusion of such variables as religion, migration (outward and inward), marital status, registration of births and deaths and agricultural areas cultivated, educational attainment and dialect. The inclusion of these indicators entailed the addition of P5,500 for the duplication of the forms. The additional data were used for sustainable development project profile.
Agricultural profile was requested by the agriculture sector. Utilization of geographical space was useful for land use planning.

**Dissemination of Data**

Dissemination of information on CBMS had been done through the presentation of data in the Socio-economic Profile. Year 2005 Socioeconomic Profile is available at the municipal level.

**Benefits and Contributions of CBMS**

At the municipal level, the identification of critical concerns and needs of the community became an important contribution for the municipality. This awareness served as the springboard for the local development council to formulate plans based on the existing situation in the different barangays (San Vicente, 2004). More than the awareness of the participants in the planning cycle is the “contribution of the information to the awareness of the community,” said the key informants.

The regular cycle in data collection was also helpful in updating the databank of the municipality to determine what improvements had been made on the different indicators or if there were indicators that deteriorated. For instance, the data generated on employment and income of households, spurred the municipality to target the strengthening of cooperatives (San Vicente, 2004). In the municipality’s report of its planning activity in 2002, about 26 cooperatives were assisted by the municipality. In the health sector, with infant deaths being reported, botika sa barangay had been established in most barangays to provide access for medicines, aside from the yearly appropriation for medical supplies in all health centers and stations. With participation rate in elementary and secondary schools deteriorating from 2000 to 2002, improvement of schools was undertaken as well as the establishment of a high school in one barangay. Electricity being available only to one third of the population, electrification projects were implemented in year 2003 in selected barangays (three of them—Binga, New Canipo and Caruray) which had been most affected. Construction of water systems was also made in 2001, targeting Barangay New Agutaya and San Isidro while in 2002, Barangay Kemdeng was targeted, to respond to the problem of access to safe water.

Thus, the CBMS data provided information in the conduct of focused targeting, which meant converging resources on barangays that were the most deprived.

The data also provided inputs in preparing the socio-economic profile of the different barangays and the municipalities. In San Vicente, preparation of the land use and tourism development plans relied on CBMS data.

Furthermore, the collection of data for three cycles was perceived as a “yardstick of development for the local government unit” (San Vicente 2004).
One key informant mentioned the contribution of CBMS to obtain additional “incentives” for the enumerators by assisting in gathering and processing information derived from the households.

Assessment of Preparation for CBMS

Personal assessment of preparation for implementing CBMS at the municipal level was rated as “5” in a scale from 1 to 5. Informants argued that more improvements can still be made in order to improve their implementation. A key weakness cited was the lack of computers to process their data. It took them a long time to process data because manual operation was the only recourse. Furthermore, it took a long time for their allocation to be released, and set back the immediate implementation of CBMS.

Assessment of performance of the CBMS Study Group that trained them was pegged at 5. Modules to build their capability were differently assessed. The highest rating was given for the orientation on data collection (7), followed by training on manual processing and validation exercises which were both given a 6. Difficulty was encountered for encoding of questionnaires which for them necessitated more time to internalize and could only be done by more practice. This was rated as 5.4, not as low as data consolidation. Training on data consolidation was rated as 5. They also hope to have more practice for data consolidation.

Facilitative Factors

Factors considered as facilitative in the implementation of CBMS is the investment on training by the key players at the municipal and barangay levels. Key informants also acknowledged the commitment and contribution of the local chief executive to implement CBMS in the entire municipality, attested by the financial allocation for CBMS activity. A sample expenditure can be seen in Table 3.

For instance, when CBMS became the responsibility of the municipality, the local chief executive invested a total of P147,551.00 to cover the cost of training, supplies, photocopying manuals, printing of questionnaires, incentives for enumerators, and overtime pay for the staff. This does not include the expenditure for validation for the year 2006 which amounted to P10,330.50.

Hence, this investment is bigger than the average amount invested by the other municipalities, estimated by the CBMS Study Group to be about P100,000 per municipality.

They also acknowledged the teamwork of the CBMS team in the municipality who were ready to render overtime service when necessary to be able to meet the deadline for the submission of the data.
Table 3. Items of Expenditure in CBMS Implementation for 2005

<table>
<thead>
<tr>
<th>Items of Expenditure</th>
<th>Amount Involved</th>
</tr>
</thead>
<tbody>
<tr>
<td>Traveling expenses (to the province for Seminars/Trainors’ Training)</td>
<td>P17,100</td>
</tr>
<tr>
<td>Supplies/materials</td>
<td>1,600</td>
</tr>
<tr>
<td>Freight</td>
<td>580</td>
</tr>
<tr>
<td>Photocopying of manuals</td>
<td>892</td>
</tr>
<tr>
<td>Catering during training/seminars for municipal enumerators</td>
<td>32,625</td>
</tr>
<tr>
<td>Printing of questionnaires/CBMS forms (at the rate of P6.00 per instrument)</td>
<td>24,041</td>
</tr>
<tr>
<td>Incentives to enumerators for 5,148 households at P10 per household</td>
<td>51,480</td>
</tr>
<tr>
<td>Overtime for Municipal Planning and Development Office Staff and Municipal Social Welfare and Development Office Staff</td>
<td>13,500</td>
</tr>
<tr>
<td>Additional forms for rider questions</td>
<td>5,500</td>
</tr>
<tr>
<td>Film developing</td>
<td>143</td>
</tr>
<tr>
<td>Total</td>
<td>P 147,551</td>
</tr>
</tbody>
</table>

Recommendations to Improve CBMS Implementation

Key informants see the need to clarify indicators like makeshift houses.

They also hope to have a better coordination at the different levels before data are submitted to the province.

They also see the need for retaining the indicator on electricity in the data gathering process.

To ensure sustainability of the CBMS, they hope to obtain counterpart funds from the province to implement some of its projects, particularly those for infrastructures.

Areas for Further Training

The municipality sees the need for training in the preparation of the socioeconomic profile. They also hope that more staff could be trained to use CSPRO and NRDB, and for data management.

Impact of CBMS

Performance of Indicators Targeted in Development Plans. One of the major contributions of CBMS is the improved socioeconomic standing of the community.
members in the local government unit because of the identification of relevant projects with respect to the unmet needs on some indicators which had been prioritized.

A view of the plans formulated following the first two cycles of CBMS in the municipality reveals this pattern. These are for such indicators as employment, proportion of infant deaths, and access to water. A follow up on the situation in year 2005 showed that access to water indeed improved as targeted. However, no data were available for employment and infant deaths for year 2005. See Table 4.

Some indicators showed deterioration in 2002 in spite of efforts to improve the baseline situation in year 2000. These were for participation rates in elementary and high school education and in percentage of households with income greater than poverty threshold. Failure to improve the situation could indicate either lack of resources or the need for other interventions which could have prevented the children from going to school. Further deterioration could be noted in year 2005 for education indicators. On the other hand, there was an improvement in situation insofar as the poverty indicator was concerned.

In the analysis of reasons why there was deterioration in performance on the indicator of children’s participation in secondary education in the 2005 validation workshop, the top ranking explanations given were: poor road condition; the school being distant from one’s home; the teacher being constantly absent; dropping out due to vices; lack of school teacher and school facilities; and poor support from parents (i.e., negligence, broken home).

On the other hand, poor participation in elementary schooling was attributed to in-migration of new settlers, involvement of children in economic production, lack of support from the family and the school being too distant from one’s home.

An indicator which showed deterioration in 2000 to 2002 that led the municipality to respond to the problem was electricity. This was targeted to be resolved during the planning process in year 2003. By year 2004, the situation improved with a total of 50% of the households in the municipality reported to have electricity already.
Table 4. Unmet Needs Addressed in San Vicente

<table>
<thead>
<tr>
<th>Unmet Need</th>
<th>Projects Implemented</th>
<th>% of Households with Met/Unmet Basic Needs</th>
<th>2000</th>
<th>2002</th>
<th>% Improvement 2002 data-baseline year</th>
<th>2005</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Economic Sector</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Employment/household income</td>
<td>Strengthening cooperatives with a total of 26 being established</td>
<td>77.13</td>
<td>82.96</td>
<td>5.83</td>
<td>Improved</td>
<td>No data</td>
</tr>
<tr>
<td>Households with income greater than poverty threshold</td>
<td></td>
<td>30.97</td>
<td>26.47</td>
<td>-4.50</td>
<td>Deteriorated</td>
<td>41.35</td>
</tr>
<tr>
<td><strong>Social Sector</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Proportion of infant deaths</td>
<td>Botika sa barangay established in most barangays to provide access for medicine aside from the yearly appropriation for medical supplies in all health centers/stations</td>
<td>4.20</td>
<td>1.31</td>
<td></td>
<td>Improved -2.65</td>
<td>No data</td>
</tr>
<tr>
<td>Elementary participation rate</td>
<td>Improvement of schools in both levels</td>
<td>88.41</td>
<td>85.76</td>
<td>-2.89</td>
<td>Deteriorated</td>
<td>81.23</td>
</tr>
<tr>
<td>Secondary school participation rate</td>
<td>Establishment of high school in one barangay</td>
<td>81.96</td>
<td>70.01</td>
<td>-11.95</td>
<td>Deteriorated</td>
<td>55.71</td>
</tr>
<tr>
<td><strong>Infrastructure</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Household with access to electricity</td>
<td>Electrification project implemented in year 2003 in 3 barangays with the most problem</td>
<td>34.65</td>
<td>32.31</td>
<td></td>
<td>-2.34 Deteriorated By year 2004 50% of households in the whole municipality have access to electricity</td>
<td>No data</td>
</tr>
<tr>
<td>Household with access to safe water supply</td>
<td>Construction of community water system in 2001 (in 2 barangays) and 2002 (1 barangay)</td>
<td>58.24</td>
<td>68.04</td>
<td></td>
<td>9.80 Improved</td>
<td>75.98</td>
</tr>
</tbody>
</table>

**Overall Performance of the CBMS Indicators.** Examining all the indicators of CBMS revealed general improvement in most of the CBMS indicators. Three indicators continuously improved from the first to the third cycles of CBMS. These are for such indicators as number of literate persons, employment rate, and household with access to safe water. Four indicators improved for two cycles (household with sanitary disposal from first to the second cycle, household income below the food threshold from the second to the third cycle, household members who are involved in community organizations from the first to the second cycle, and households in makeshift housing) also from the first to the second cycle. See Table 5.

Three indicators fluctuated but showed an overall improvement between the first to the second, and the second to the third cycles. These are for children in secondary education (22.89%), household with sanitary toilet (6.01%) and household income below the poverty threshold (6.71%).

Only three indicators continuously deteriorated in performance over the different cycles such as: children in elementary education, underemployment (only for the first two cycles), and household with electricity (first two cycles).

Only two indicators fluctuated over the three cycles and showed deterioration if the first to the second, and the second to the third cycles are compared. These are for the indicators on malnourished children (-2.06%) and household victimized by crime (-0.09%).

In comparison to the province, the municipality fared better on most indicators, except for underemployment and access to sanitary toilet.
Table 5. CBMS Data in San Vicente

<table>
<thead>
<tr>
<th>INDICATORS</th>
<th>2000</th>
<th>2002</th>
<th>2005</th>
</tr>
</thead>
<tbody>
<tr>
<td>Surveyed Population</td>
<td>91.41</td>
<td>103.92</td>
<td>117.07</td>
</tr>
<tr>
<td>Provincial Average</td>
<td>54.11</td>
<td>37.15</td>
<td>43.05</td>
</tr>
<tr>
<td>Surveyed Households</td>
<td>88</td>
<td>105.22</td>
<td>116.66</td>
</tr>
<tr>
<td>Provincial Average</td>
<td>53.55</td>
<td>37.72</td>
<td>44.42</td>
</tr>
<tr>
<td>1. Children in Elementary</td>
<td>91.01</td>
<td>86.35</td>
<td>81.00</td>
</tr>
<tr>
<td>Provincial Average</td>
<td>72.67</td>
<td>83.06</td>
<td>74.58</td>
</tr>
<tr>
<td>2. Children in Secondary</td>
<td>39.39</td>
<td>80.65</td>
<td>62.34</td>
</tr>
<tr>
<td>Provincial Average</td>
<td>51.92</td>
<td>66.21</td>
<td>52.44</td>
</tr>
<tr>
<td>3. Literate Persons</td>
<td>87.41</td>
<td>95.96</td>
<td>98.55</td>
</tr>
<tr>
<td>Provincial Average</td>
<td>90.16</td>
<td>87.36</td>
<td>90.06</td>
</tr>
<tr>
<td>4. Employment Rate</td>
<td>60.92</td>
<td>89.37</td>
<td>95.99</td>
</tr>
<tr>
<td>Provincial Average</td>
<td>79.48</td>
<td>81.98</td>
<td>86.66</td>
</tr>
<tr>
<td>5. Underemployment</td>
<td>18.02</td>
<td>81.10</td>
<td>no data</td>
</tr>
<tr>
<td>Provincial Average</td>
<td>63.00</td>
<td>65.19</td>
<td>no data</td>
</tr>
<tr>
<td>6. Malnourished Children</td>
<td>2.04</td>
<td>1.83</td>
<td>5.10</td>
</tr>
<tr>
<td>Provincial Average</td>
<td>4.58</td>
<td>5.30</td>
<td>11.49</td>
</tr>
<tr>
<td>7. HH with Sanitary Toilet</td>
<td>53.81</td>
<td>62.00</td>
<td>59.82</td>
</tr>
<tr>
<td>Provincial Average</td>
<td>61.29</td>
<td>65.78</td>
<td>37.93</td>
</tr>
<tr>
<td>8. HH with Access to Safewater</td>
<td>63.39</td>
<td>66.26</td>
<td>85.54</td>
</tr>
<tr>
<td>Provincial Average</td>
<td>53.60</td>
<td>63.86</td>
<td>51.56</td>
</tr>
<tr>
<td>9. HH with Electricity</td>
<td>55.16</td>
<td>51.89</td>
<td>No data</td>
</tr>
<tr>
<td>Provincial Average</td>
<td>29.61</td>
<td>37.37</td>
<td>No data</td>
</tr>
<tr>
<td>10. HH with Sanitary Disposal</td>
<td>0.30</td>
<td>10.11</td>
<td>No data</td>
</tr>
<tr>
<td>Provincial Average</td>
<td>8.04</td>
<td>6.72</td>
<td>No data</td>
</tr>
<tr>
<td>11. HH Income below Poverty Threshold</td>
<td>58.45</td>
<td>62.97</td>
<td>51.94</td>
</tr>
<tr>
<td>Provincial Average</td>
<td>69.40</td>
<td>77.87</td>
<td>66.23</td>
</tr>
<tr>
<td>12. HH Income below Food Threshold</td>
<td>No data</td>
<td>41.78</td>
<td>32.60</td>
</tr>
<tr>
<td>Provincial Average</td>
<td>No data</td>
<td>69.33</td>
<td>47.64</td>
</tr>
<tr>
<td>13. HH not Victimized by Crime</td>
<td>0.00</td>
<td>0.05</td>
<td>0.14</td>
</tr>
<tr>
<td>Provincial Average</td>
<td>0.35</td>
<td>0.27</td>
<td>0.13</td>
</tr>
<tr>
<td>14. HH Members of Community Organizations</td>
<td>41.84</td>
<td>45.31</td>
<td>No data</td>
</tr>
<tr>
<td>Provincial Average</td>
<td>32.91</td>
<td>37.02</td>
<td>No data</td>
</tr>
<tr>
<td>15. HH in Makeshift Housing</td>
<td>4.92</td>
<td>1.53</td>
<td>No data</td>
</tr>
<tr>
<td>Provincial Average</td>
<td>5.19</td>
<td>2.12</td>
<td>No data</td>
</tr>
</tbody>
</table>
BARANGAY NEW AGUTAYA OF SAN VICENTE

Area Profile

Based on the Socio-economic Profile of San Vicente (2006), Barangay New Agutaya is one of the 10 barangays of the municipality. It is a sparsely populated barangay in the municipality with 2,490 total population in 2005 in a 4,216 hectares of geographic space. The same Profile shows that New Agutaya is predominantly agricultural and fishing community. It also offers tourism activities. However, in spite of these economic activities, low percent of households in the labor force (56.74%) and households with income below the poverty threshold (66%) based on 2005 CBMS data could have prevented households to improve their situation. However, basic services are generally available in the area. Households (92.54%) are serviced by the Rural Water Works and Sanitation Association in the barangay. Sanitary toilets are also available but only to 49.4% of the total households. Of the 5 barangays that enjoy electricity in San Vicente based on CBMS 2003 data, 28% of total households in New Agutaya have electricity while the other barangays outside of the Poblacion had a range of 6% to 23% with electricity, lower than New Agutaya. The Poblacion has the highest performance with 49%.

Children in elementary school is relatively high (86.24%), the third to the highest in the entire municipality using 2005 CBMS results. In terms of data on children in secondary school, New Agutaya shows 56.83%, the fourth to the highest among the barangays with a high participation rate. In New Agutaya, malnutrition among 0-5 years old is 30.56%, the highest among 10 barangays in San Vicente. In terms of shelter, 3.68% of total households live in makeshift housing although with respect to the other barangays, it registers as third to the lowest with this problem (Socio-Economic Profile of San Vicente 2006).

Majority of the residents are Palaweños, Tagbanua, Batac, among others. It is accessible by jeepney, multicab, and habal-habal, and making travel time approximately 5 hours from the poblacion.

Criteria for Selection of Model LGUs

As a Comprehensive and Integrated Delivery of Social Services (CIDSS) barangay from 2000-2004, New Agutaya has embraced CBMS without hesitation and community mobilization was easily undertaken. The phase out of CIDSS in 2005 made it sensible to adopt CBMS, as the processes involved in both programs were alike. The strong and supportive barangay officials readily accepted CBMS and showed their support by allocating resources for CBMS from the meager budget of the barangay. The barangay was also able to advocate to the municipal government to appropriate financial resources to support barangay projects. This was indicated by the several projects implemented such as the credit assistance program to support livelihood projects, day care services, sanitary toilets, water system, among many others.
CBMS Process

**Organizing Stage.** CBMS was advocated by the Provincial Planning and Development Office (PPDO) in 2000, while the municipal government through the Municipal Planning and Development Office (MPDO) carried out its implementation. The MPDO spearheaded the coordination of CBMS orientation with all barangay officials, and barangay volunteers such as barangay health workers (BHWs), barangay environment, agriculture and nutrition scholars (BEANS) and barangay day care workers (DCWs).

Initially, the CBMS received mixed reactions from the people. Having been subjected to numerous household surveys in the past, they did not take the orientation activities seriously, even as an executive order was issued by the Mayor mandating all barangays to conduct CBMS survey. Expectations were high. Barangay officials and community volunteers anticipated receiving financial resources to support CBMS but this was not to be the case. As one of the CIDSS areas in the municipality, the CBMS processes were nothing new to Barangay New Agutaya. The data gathering was conducted after orientation and training on CBMS were undertaken with financial support provided from barangay funds in 2005. Enumerators (5) were recruited including community volunteers to undertake house-to-house interview. Training materials as well as data collection forms were provided by the PPDO.

The Barangay Captain of New Agutaya showed support to the CBMS by allocating financial resources for the daily allowance of the enumerators. This allocation bolstered the high rating (7) given by the key informants for their Barangay Captain. Likewise, the barangay kagawads were supportive of the adoption of CBMS in the barangay. They were also given a 7 rating for their commitment to CBMS.

The key informant realized many reasons for adopting CBMS. The CBMS data were useful in formulating the community development plan. Not only that, their experience in CIDSS made the barangay officials become more aware of the importance of valuable data for local project planning. Also, barangay officials readily accepted the CBMS process because the CIDSS process had similarity with the former—having a set of indicators, harnessing volunteers in data collection, utilization of the data for planning and targeting, and using the data to assess performance over a period of time. The difference lies in harnessing community volunteers to participate in the planning process in the CIDSS approach.

**Setting up the CBMS TWG.** Having been a CIDSS area, a technical working group (TWG) was created in 2000. With the adoption of CBMS in 2005, the CIDSS TWG became the CBMS TWG. The already functional CIDSS TWG was easily mobilized and transformed into the CBMS TWG. The key informants said that with the structures of CIDSS already in place, adopting CBMS was not a difficult task.
The CBMS TWG is headed by the Barangay Captain, with 5 BHWs, 3 DCWs, 2 BEANS, and a representative each of the community welfare structures (i.e., women, youth, cooperative, Self-Employment Association, etc.), as members. The Barangay Captain ensured that the TWG was mobilized to undertake each process, including the quarterly meetings that were convened to discuss new developments in CBMS.

Mobilization of Resources

The CBMS team in New Agutaya was not new to data collection and tallying of data. Nevertheless, orientation on the importance of CBMS was conducted. As earlier mentioned, the team’s CIDSS experience had allowed them to gather MBN data for identifying unmet needs of the households. In the same manner, CBMS data were necessary to determine the services that were needed by the community. The barangay officials had no problem encouraging the community volunteers and the community in adopting CBMS after CIDSS support was terminated in 2004.

The CBMS Cycle

Data Collection. Community data were collected every 2 years, beginning in 2000, 2002 and 2005. The first 2 surveys were under the CIDSS program. Complete coverage was done in all the surveys. In 2005, the enumerators were given a briefing on the CBMS forms since the indicators were somewhat different from CIDSS. As volunteers, the barangay allocated a P10 allowance for every completed form. Household profile questionnaire and the barangay profile questionnaire were completed by the enumerators. Purok spot maps were also consolidated to form the barangay spot map. The household survey took 3 months in 2005.

Data Processing. Another orientation on the data consolidated was the computation of percentages. Collected data were tallied manually at the purok level then these were brought to the barangay for consolidation by the enumerators. The barangay data were then submitted to the MPDO that consolidated all the barangay tallies. In 2005, the CBMS team took 2 months to complete the data processing and consolidation.

Data Validation. Prior to submission to the MPDO, data validation was made where the barangay officials, enumerators and representatives of all the community welfare structures were present. They discussed the results of the CBMS survey and reactions were generated. At the municipal level, the MPDO also checked on data consistency through validation activity. Income data were among the indicators that contained unreliable information as households had the tendency to withhold information regarding their income. The Municipal Social Welfare and Development Office and the Local Registrar’s Office were involved in the validation of data, particularly on malnutrition and mortality data. The MPDO incorporated corrections from the validation process.

Establishment of Data Banks. Since data processing and consolidation are done manually at the barangay level, the data which are submitted to the MPDO are kept there.
The barangay has copies of the survey results, however, there is no conscious effort to establish a data base for CBMS since no computer is available in the locality. Computerized consolidation was set up at the MPDO.

**Dissemination of Information.** The spot maps by purok were used to reflect the socio-economic situation of households in their respective purok. This put some pressure on these households to do something to improve their lot. For instance, sanitary toilets were distributed to households that identified this need. However, most of them had not installed these for lack of money. Some of them did not have appreciation for using the sanitary toilet bowls. They were just made to lie around or used as plant boxes.

Aside from the validation activity, community general assemblies were held at least twice a year wherein about 60% usually attend. Information regarding community projects were disseminated to the community. Meetings were likewise held with basic sectors to discuss and plan the projects that address some problems. i.e., parents of malnourished children were encouraged to attend proper nutrition orientation and identify activities that respond to their problem. Drumming a metal container was a strategy to call the residents to the meeting.

**Planning and Project Identification.** From the validation process where social and economic conditions were presented, the households that demonstrated lack of certain services, were mobilized to come together to discuss their particular problems and needs. Then they were assisted to draw up their plan of action. They were encouraged to establish a formal organization so that pushing for their action plan would be more credible. These individual action plans from the different basic sectors were submitted to the purok leaders to form part of the neighborhood development plan. This plan in turn, was submitted to the barangay to be consolidated with the neighborhood development plans of the other puroks in Barangay New Agutaya. Together with the community volunteers, the barangay officials in the barangay development council, formulated the barangay development plan. The barangay development plan incorporated the major issues and problems in the barangay as indicated in the neighborhood development plans.

**Impact Monitoring.** Table 6 shows the results of the surveys in 2000, 2002 and 2005. Over the past 5 years, significant improvements can be observed.

Employment rate increased from 72.41% to 93.50% in 2005. Underemployment rate likewise improved from 74.08% to 50.08%. Nevertheless, household income greater than poverty threshold did not improve despite increase in employment rate. Livelihood activities might have been provided, however, these were not yet adequate for their families’ needs.

Health and sanitation were also identified to be still lacking particularly among 49.4% households who claimed that they had no sanitary toilets. Sanitary garbage disposal system was generally not used by about 99% of the households.
Table 6. Percent of Households by CBMS Indicator*

<table>
<thead>
<tr>
<th>Indicators</th>
<th>2000</th>
<th>2002</th>
<th>2005</th>
</tr>
</thead>
<tbody>
<tr>
<td>Surveyed Population</td>
<td>86.45</td>
<td>100.46</td>
<td>107.56</td>
</tr>
<tr>
<td>Surveyed Households</td>
<td>186</td>
<td>96.09</td>
<td>107.13</td>
</tr>
<tr>
<td>Children in Elementary</td>
<td>96.97</td>
<td>86.69</td>
<td>86.24</td>
</tr>
<tr>
<td>Children in Secondary</td>
<td>29.79</td>
<td>74.37</td>
<td>56.83</td>
</tr>
<tr>
<td>Literate Persons</td>
<td>99.39</td>
<td>98.56</td>
<td>98.22</td>
</tr>
<tr>
<td>HH Members Comm Orgns.</td>
<td>No data</td>
<td>No data</td>
<td>No data</td>
</tr>
<tr>
<td>Employment Rate</td>
<td>72.41</td>
<td>78.97</td>
<td>93.50</td>
</tr>
<tr>
<td>Underemployment Rate</td>
<td>74.36</td>
<td>50.08</td>
<td>No data</td>
</tr>
<tr>
<td>Malnourished Children</td>
<td>1.30</td>
<td>1.25</td>
<td>30.56</td>
</tr>
<tr>
<td>HH with No Sanitary Toilet</td>
<td>75.50</td>
<td>56.14</td>
<td>49.40</td>
</tr>
<tr>
<td>HH with Access to Safe Water</td>
<td>92.90</td>
<td>93.13</td>
<td>92.54</td>
</tr>
<tr>
<td>HH not in Makeshift Housing</td>
<td>No data</td>
<td>No data</td>
<td>No data</td>
</tr>
<tr>
<td>HH with Electricity</td>
<td>25.81</td>
<td>39.55</td>
<td>No data</td>
</tr>
<tr>
<td>HH with Sanitary Waste Disposal</td>
<td>0.54</td>
<td>0.23</td>
<td>No data</td>
</tr>
<tr>
<td>HH Greater than Poverty Threshold</td>
<td>75.30</td>
<td>75.91</td>
<td>66.94</td>
</tr>
<tr>
<td>HH Greater than Food Threshold</td>
<td>No data</td>
<td>62.95</td>
<td>53.43</td>
</tr>
<tr>
<td>HH No Victim Crime</td>
<td>0</td>
<td>0</td>
<td>0.12</td>
</tr>
<tr>
<td>HH No Child Death</td>
<td>No data</td>
<td>No data</td>
<td>No data</td>
</tr>
<tr>
<td>HH No Infant Death</td>
<td>No data</td>
<td>No data</td>
<td>No data</td>
</tr>
</tbody>
</table>

*Note: 2001 and 2002 data were under CIDSS; 2005 data are under CBMS

Projects Identified. In the Barangay Development Plan of 2005, livelihood projects were identified since a notable percentage of household still live below poverty threshold. In support of credit assistance for livelihood projects, training on rice trading, hogs fattening, and sari-sari store establishment, among others, were provided to beneficiaries. As a CIDSS barangay, additional funds were also sourced from the Department of Social Welfare and Development (DSWD) amounting to P200,000.

A total of P70,000 was also allocated from municipal funds for the establishment of a day care center while the lot where the center was put up was given by the barangay. Monthly contribution from parents of pre-school children was used for the operations of the day care center. The monthly allowance of the day care worker was provided by the barangay while the children’s chairs were paid for by provincial funds. In addition, sanitary toilets were also distributed to families needing them.

Beneficiaries of project services were targeted and prioritized since the services were not sufficient due to inadequate resources. The beneficiaries agreed among themselves who will receive the services ahead of the others. Those who were not targeted will receive the services in the succeeding years.

Other Uses of CBMS Data. Foremost, CBMS data were used for determining and prioritizing the projects to be provided by the local government to its constituents.
Since data were generated from the communities and were reflective of the communities’ situation, addressing their problems were more responsive and sensible, according to key informants.

**Financial Support for CBMS**

Earlier surveys in 2000 and 2002 were conducted under the CIDSS program. The localization of CIDSS in 2004 allowed for the adoption of CBMS in New Agutaya. Projects identified in 2001 and 2002 as results of the CIDSS surveys were primarily funded by the DSWD. As mentioned earlier, the community structures which were created then were also continued in CBMS.

New Agutaya allocated a budget for the survey in 2005. A total of P14,140 was utilized for the conduct of CBMS. The training modules were reproduced costing P5,000 from barangay funds. The amount of P4,120 was committed for the honorarium of enumerators and an additional P5,000 was spent for data processing. Transportation expenses for the validation workshop was shouldered by the municipal government. See Table 7.

<table>
<thead>
<tr>
<th>Table 7. Budget Allocation for CBMS Activities</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>2005</strong></td>
</tr>
<tr>
<td><strong>Activities</strong></td>
</tr>
<tr>
<td>Reproduction of materials</td>
</tr>
<tr>
<td>Cost of enumerators in data collection</td>
</tr>
<tr>
<td>Data collection (reproduction of survey forms)</td>
</tr>
<tr>
<td>Data processing/consolidation</td>
</tr>
<tr>
<td>Validation workshop</td>
</tr>
<tr>
<td><strong>Source of Support</strong></td>
</tr>
</tbody>
</table>

**Reflections on CBMS Experience**

**Contributions to the Locality.** CBMS made local planning much easier for the local government officials. The local sanggunian also recognized that identifying projects was made more rational, thus, eliminating political patronage with the constituents. Those who are really lacking in services were given more attention by providing the services that they truly need. The CBMS as a poverty alleviation strategy is valuable for forging the participation of all stakeholders in local development. Basic services were provided that benefited majority of the households in New Agutaya.

**Preparation of the CBMS Team.** The preparation of the CBMS team to undertake CBMS was given an average rating of 5.5. Key informants felt that there are still a lot that they have to learn such as computerization of data processing and
consolidation at the barangay level. In terms of the CBMS team’s satisfaction in preparation/mobilization efforts, a 5.16 average rating was indicated by the informants.

**Facilitating Factors.** Key informants believe that CBMS implementation was facilitated by the dynamic sharing among the key stakeholders with their time, effort and information, reinforced by the formidable teamwork and commitment of the team. The local government support given to CBMS activities and projects by the local officials at the provincial, municipal and barangay levels made possible the provision of basic services. The training and orientation that the CBMS team underwent as well as the preparation of the community, considerably helped in carrying out CBMS.

**Hindering Factors.** The barangay is comprised of 8 puroks which are remotely accessible. It was difficult for the enumerators to undertake the house-to-house survey considering the meager travel allowance given them. Insufficient knowledge and awareness due to low level of education among respondents made the conduct of survey longer and more challenging for the enumerators.

**Recommendations**

**Enhancing Implementation.** According to key informants, the barangay officials are mostly new in their positions such that orientation on CBMS is necessary in order that they have better appreciation of CBMS. Continuous advocacy regarding CBMS and its rationale is considered imperative. Transportation vehicle could also be useful in undertaking CBMS activities as well as in regular monitoring and dissemination of information.

**Ensuring Sustainability.** Key informants recommended sustaining the process of building on CBMS accomplishments as it is only in satisfying peoples’ needs that they will demand the use of CBMS.

**Improvements in Training Modules.** Modules were utilized in training the CBMS team including barangay officials. They were considered very helpful in making them understand the importance and the different processes of CBMS. Who needs to be trained further are the household members so that community awareness on the gains of participatory mechanisms to achieve social and economic development will be uplifted. On CBMS team, leadership training is necessary for the volunteers, purok leaders, and officers of the community welfare structures to develop them become more dependable leaders.
BROOKE’S POINT MUNICIPALITY

Area Profile

Brooke’s Point’s Socio-economic Profile describe the municipality as being situated in the southeastern part of mainland Palawan 192 kilometers from the provincial capital, Puerto Princesa. It is bounded by the municipalities of Sofronio Española in the north, Bataraza in the south, Rizal in the west, and the Sulu Sea in the east. Generally, it has hilly slopes. It is one of the most populated towns with a total population of 48,928 in 2000. Brooke’s Point is very accessible by jeepney, bus, multicab and van from any direction. Brooke’s Point was named after an English adventurer Sir James Brooke in mid-1800s. Its original name was Bon-Bon given by the natives comprised by Muslims and Palaweños.

Today, Brooke’s Point has grown to be one of the progressive towns and growth centers of Palawan. There are 18 barangays, 2 in the poblacion and 16 in the rural section of the town. Agriculture is the primary source of income. Crops like rice, corn, banana, abaca and vegetables are grown in the area. Livestock is also a common employment activity, hogs, cattle, carabao are traded within and outside Brooke’s Point. Households have a per capita income of P6,608. Majority are Tagalog speaking and Catholics.

Government and private health facilities are available including general hospital, district hospital, rural health center, barangay health stations and clinics. The leading causes of morbidity are malaria, upper respiratory tract infection and pneumonia in 2003 while causes of death are pulmonary tuberculosis, cardio vascular diseases and pneumonia as reported in its Socio-economic Profile (Brooke’s Point 2006). Malnutrition is also considered as one of the prevalent health problems in the locality though this has been reduced by 3.1% compared to previous years, based on CBMS data. Day care centers are now present in all barangays. Potable water is accessible to only about 61.5% urban households while a lesser percentage (14.3%) access potable from artesian wells, shallow well or developed spring. The rest depends on unreliable water sources such as open wells, rainwater, rivers and streams. In addition, Brooke’s Point has recently been energized completely except for one barangay (Brooke’s Point 2006).

Criteria for Selection of Model LGUs

Full computerization (or almost complete computerization) was used to select this model municipality, apart from the full support of the local chief executive, usefulness of the CBMS data not only for the LGU but also for other organizations such as the Palawan Tropical Forestry Protection Program and the Migration Information Center. On the other hand, the model barangay in this case study was selected based on the active participation of the barangay officials in CBMS.
CBMS Process

**Organizing Stage.** The municipality began to advocate CBMS as early as 2000. Orientation seminars on CBMS were undertaken by the PPDO for the Office of the Municipal Planning and Development, Office of the Mayor and to all barangay captains. As expected, some barangay officials were hesitant to adopt it since there was no financial support from the local government. Prior to the first survey in 2001, the Mayor ensured the adoption of CBMS in all barangays by issuing an executive order instructing the barangay captains to implement CBMS at the barangay level. The orientation included topics like rationale and importance of CBMS, the processes that were necessary to undertake the CBMS and familiarization with the different CBMS forms.

Orientation activities in preparation for the barangay survey were likewise carried out. Data collectors were given orientation on data collection process. Then three were assigned to their respective barangays. Proper coordination was necessary to get the assistance and support of barangay officials. Volunteers (i.e., BHWs, BEANS, and DCWs) were also tapped to accompany the data collectors in the house-to-house survey since the volunteers were more familiar with people.

Key informants perceived that local chief executives like the governor, mayor and barangay captain have strong commitment in continuing the implementation of the CBMS as reflected in their rating of 7, from a scale of 1-7 with 7 as the highest rating. Similarly, key informants also gave a 7 rating to the local sanggunian’s commitment to CBMS. So far, the local sanggunian, including all department heads have always been supportive to CBMS activtie, according to them. The key informants of Brooke’s Point believe that concrete community data are essential in the formulation of development and investment plans as they not only focus on development programs that address community needs. They also allow active participation of all key stakeholders in identification and prioritization of development programs. CBMS data are likewise useful in updating the socio-economic profile at all local government levels. Moreover, CBMS data are also helpful for students, researchers and investors alike as the CBMS data are reflective of the locality’s political, social and economic conditions which are valuable information for investment and scientific inquiry, among others.

**Setting up the CBMS TWG.** The Municipal Technical Working Group (MTWG) was established in 2000 and has been functional since then. It is composed of the Mayor, Municipal Planning and Development Coordinator, barangay captains and kagawads. They convene twice annually to discuss planned programs and activities as well as present feedback and updates regarding on-going activities. CBMS coordination and management are performed by the TWG. The Mayor oversees all CBMS activities while the MPDC is the overall coordinator. The barangay captains supervise CBMS implementation in their respective barangays and initiate the preparation of resolutions concerning CBMS. According to the key informants, majority of the members showed active involvement in CBMS.
Manpower Resources. CBMS is mainly undertaken by the Municipal Planning and Development Office (MPDO). A full time staff is in charge with database systems development. Five contractual employees are tasked with data processing functions. They were originally hired as enumerators. Another full-time contractual employee supervises the field operations. The CBMS team also included a project evaluation officer. Along with their respective tasks, the team also conducts training for data collection and consolidation for barangay volunteers.

Financial resources were likewise appropriated for projects that were identified in the survey and prioritized in the planning process. The yearly budget for the CBMS surveys and data processing have grown from 2001 to 2005 which demonstrates the local government’s strong support in the utilization of CBMS in local governance.

Data Processing. Primarily, the local government did the data consolidation in all the surveys. In 2001, the barangays manually tallied the raw data and encoded by the MPDO. In 2003 and 2005, raw data were encoded and consolidated at the MPDO. Since tallying the data took some time in 2001, the barangays were no longer asked to tally data for the succeeding years.

Data consolidation was done manually in 2001 and 2002 while 2003 and 2005 data were also encoded manually, but the remaining data were encoded electronically when the CBMS encoding system was installed by CBMS Network Team in 2003. The original encoding system was faulty but this had been upgraded in 2005 which made encoding and consolidation not only faster but more efficient as minimal data error was generated (Interview with Kenneth Ilarde, July 28, 2006).

Likewise, the CBMS-NRDB spatial database program was adopted in December 2005 for digitalized maps. The team expressed that though the program is user-friendly, they still have difficulty adopting it, and said they need more training and time to get used to the new program. A map has been developed using the CBMS-NRDB for one barangay.

Data Collection. As earlier mentioned, data collection for CBMS had been undertaken since 2001. Three surveys had been conducted in all barangays in consonance with the executive order issued by the Governor enjoining all local government units to adopt the CBMS every 2 years for situation analysis, problem and project identification and prioritization at all levels. Complete enumeration was done in 2001. In 2002 however, only 8 barangays were surveyed while the remaining 18 barangays were surveyed in 2003 as financial resources were limited. The MPDO coordinated all CBMS-related activities while the PPDO monitored and evaluated the different CBMS activities. Various data collection instruments were used such as household profile questionnaire, barangay profile questionnaire and barangay spotmap. The instruments were used with no modifications.

Data Validation. The MPDO coordinating body conducted data validation activities with the different barangay officials, enumerators, and other sectors involved.
such as farmers, women, and senior citizens, among others. Since the data were consolidated by the MPDO, these were presented using a powerpoint in 2005. Comparisons between 2003 and 2005 data were highlighted to show poverty indicators that indicated rate improvements as well as those that deteriorated. In 2001, data were presented using Manila papers.

In the presentation in 2005, some barangays observed that certain problems that were prevalent were not included among the poverty indicators such as crime rate. Out of the 17 indicators, only 14 indicators were utilized in 2005. Indicators on forestry, ethnic origin, and religious affiliation were no longer included in 2005. These indicators were deemed no longer necessary.

**Establishment of Data Banks.** Starting in 2001, CBMS data (raw and consolidated data) were kept at the MPDO. When the CBMS encoding system was made available in 2003, the MPDO set up the database for all the data collected in CBMS. A systems administrator is tasked in managing the CBMS data, while data processors encode and update these data. They also incorporate changes as a result of the validation process.

The CBMS data were all submitted to the PPDO for provincial consolidation.

**Dissemination of Information.** Information dissemination is an essential aspect of any development program. CBMS activities and indicators are often disseminated in regular meetings with local officials, enumerators, and program implementers at the municipal and barangay levels, including civil society groups. Results of the annual investment plan and development plan were likewise used to inform local officials to advocate for project support and constituency participation. Digitalized maps were also shared with researchers and land use planners for coming up with the comprehensive land use plan.

The CBMS data became useful for the local government in targeting beneficiaries for identified projects. Water system projects were implemented for households that indicated lack of accessibility to potable water. PhilHealth beneficiaries were also selected based on the data showing top families that lacked majority of the survival, enabling and security needs.

**Planning and Identifying Projects.** All stakeholders were involved in the planning process. The MPDO led in this activity as its staff coordinated the conduct of planning workshops with the different representatives of peoples' organizations (i.e., farmers, fisherfolk, homeowners’ associations, water system associations, etc.) and nongovernment organizations operating in the municipality, like Rotary Club. Basic needs that were badly needed were prioritized in the municipal development plan.

Financial support was made available by the Mayor for the conduct of the surveys. The first CBMS survey in 2001 in Brooke’s Point covered all barangays which the municipal government supported to defray the enumerators’ daily allowance.
amounting to a total of P50,000. Data gathering was done by students who were selected from the barangays. Each one received P10.00 per completed household interview.

The second survey was conducted in 2002 with only 9 barangays covered, while the remaining 18 barangays were surveyed in 2003. To cover the survey expenses, P100,000 was allocated in 2002 while a higher budget was appropriated in 2003 (P165,000) including cost for data banking and updating of the socio-economic profile. An additional P225,000 was also utilized for data processing. The increase in budget appropriation was due to the growing household population, higher daily allowances for the enumerators and longer CBMS forms and questionnaires that needed to be accomplished by the enumerators.

The local government continued to show its support to CBMS by allocating P605,000 for the 2005 full survey. This amount also covered the formulation of the annual investment plan and development of geo-information system. In 2006, though no survey was conducted, P200,000 was allocated for digitalizing maps. See Table 8.

**Table 8. Budget Allocation for CBMS Activities**

<table>
<thead>
<tr>
<th>Year</th>
<th>Activities</th>
<th>Amount</th>
<th>Source of Support</th>
</tr>
</thead>
<tbody>
<tr>
<td>2001</td>
<td>Cost of enumerators in data collection</td>
<td>P 10,000</td>
<td>Barangay funds</td>
</tr>
<tr>
<td></td>
<td>Data collection and processing</td>
<td>P50,000</td>
<td>Municipal government</td>
</tr>
</tbody>
</table>

**2002/2003**

| Year     | Cost of enumerators in data collection                                      | 265,000 | Municipal government      |
|          | Data processing/consolidation                                               | 225,000 | Municipal government      |

**2005**

| Year     | Cost of enumerators in data collection, processing, consolidation, validation, AIP formulation, database management | 605,000 | Municipal government      |

**2006**

| Year     | Digitalizing maps                                                          | 200,000 | Municipal government      |

**Impact Monitoring.** The CBMS teams in the different barangays are composed of PO representatives, enumerators and local officials and are expected to submit to the MPDO monthly reports regarding CBMS. A municipal monitoring team of the CBMS also visits the barangays quarterly to monitor progress of CBMS related activities. In determining the impact of CBMS, the PPDO has undertaken an evaluation of the CBMS data over the years by analyzing the consolidated data at the provincial level. Patterns of increase or decrease in terms of percent families in the 14 indicators would indicate
positive or negative improvement in their socio-economic conditions. These improvements (or lack of) are also reflected in the priorities of the local government. The 20% development fund in 2005 prioritized economic concerns with P2.095 million. Of this amount, livelihood/credit assistance programs’ share amounted to P500,000 as the top basic need identified was low income and employment. In support of local trade and investment activities, P200,000 was appropriated for their promotion and enhancement. Again in 2006, more attention was given to economic programs where P3.1 million was allocated for agricultural assistance, among others. Social concerns such as health and environmental programs were given a budget of P1.3 million. Relocation and housing needs were also addressed by allocating P286,000 and P50,000, respectively.

**CBMS Impact.** The CBMS data reveal the real socio-economic conditions of the municipality in the three rounds of the survey. As indicated by the percentage of households/individuals that identified the presence or absence of the indicators in their households, poor performance was reflected for such indicators as households with income greater than poverty threshold which registered in 2005 only 33.8%, implying that 66.2% of the total families had inadequate income though 86.70% were employed. The 2005 figure on this indicator actually showed deterioration over the first two cycles. See Table 9.

**Table 9. Percent of Households by CBMS Indicator**

<table>
<thead>
<tr>
<th>Indicators</th>
<th>2000</th>
<th>2002</th>
<th>2005</th>
</tr>
</thead>
<tbody>
<tr>
<td>Surveyed Population</td>
<td>54.11</td>
<td>37.15</td>
<td>41.12</td>
</tr>
<tr>
<td>Surveyed Households</td>
<td>53.55</td>
<td>37.72</td>
<td>42.43</td>
</tr>
<tr>
<td>Children in Elementary</td>
<td>72.67</td>
<td>83.06</td>
<td>74.85</td>
</tr>
<tr>
<td>Children in Secondary</td>
<td>51.92</td>
<td>66.21</td>
<td>52.46</td>
</tr>
<tr>
<td>Literate Persons</td>
<td>90.16</td>
<td>87.36</td>
<td>90.06</td>
</tr>
<tr>
<td>HH Members Comm Orgns.</td>
<td>32.91</td>
<td>37.02</td>
<td>No data</td>
</tr>
<tr>
<td>Employment Rate</td>
<td>79.48</td>
<td>81.98</td>
<td>86.70</td>
</tr>
<tr>
<td>Underemployment Rate</td>
<td>63.00</td>
<td>97.02</td>
<td>14.33</td>
</tr>
<tr>
<td>Malnourished Children</td>
<td>4.58</td>
<td>5.30</td>
<td>11.50</td>
</tr>
<tr>
<td>HH with Sanitary Toilet</td>
<td>61.29</td>
<td>65.78</td>
<td>62.13</td>
</tr>
<tr>
<td>HH with Access to Safewater</td>
<td>53.60</td>
<td>63.86</td>
<td>51.41</td>
</tr>
<tr>
<td>HH not in Makeshift Housing</td>
<td>94.81</td>
<td>97.88</td>
<td>96.04</td>
</tr>
<tr>
<td>HH with Electricity</td>
<td>29.61</td>
<td>37.37</td>
<td>42.18</td>
</tr>
<tr>
<td>HH with Sanitary Waste Disposal</td>
<td>8.04</td>
<td>6.72</td>
<td>No data</td>
</tr>
<tr>
<td>HH Greater than Poverty Threshold</td>
<td>30.60</td>
<td>22.11</td>
<td>33.80</td>
</tr>
<tr>
<td>HH Greater than Food Threshold</td>
<td>No data</td>
<td>30.67</td>
<td>52.39</td>
</tr>
<tr>
<td>HH No Victim Crime</td>
<td>99.65</td>
<td>99.73</td>
<td>99.87</td>
</tr>
<tr>
<td>HH No Child Death</td>
<td>98.60</td>
<td>99.40</td>
<td>99.14</td>
</tr>
<tr>
<td>HH No Infant Death</td>
<td>97.02</td>
<td>99.58</td>
<td>98.64</td>
</tr>
</tbody>
</table>

Percent of families with sanitary toilets continue to be a problem as only 62.13% reported having sanitary toilets in 2005, and did not improve beyond the 60% mark through the years. Also, access to safe water was reported to be lacking with only
51.41% households reporting this, in 2005, deteriorating in situation compared to two previous CBMS cycles.

Indicators on education reveal that a very low percentage among children in elementary and high schools were in participative (74.85% and 52.46%, respectively).

There are also improvements in some indicators. Employment rates from 2000 to present have slightly increased (79.48% to 86.70%). Electricity have been slowly availed of from only 29.61% to 42.18%. Quite maintained are high percentages in no crime and no child and infant deaths.

Other Uses of CBMS Data. There are many uses of the CBMS data. Most logical of them is for fund sourcing particularly for those projects that entail huge amount which can not be appropriated from the local government budget due to limited resources. Also, CBMS data were much sought after by researchers, businessmen or investors as the data provide relevant social, economic, and political information that are useful for strategic planning activities both for government, business and NGOs to determine courses of actions. They also provide valuable information for doing comparative and trend analyses that are beneficial for decisionmakers.

Reflections on CBMS Experience

Contributions to the Locality. With the CBMS, a more rationale project planning and budgeting have been adopted, thus, doing away with political discretions. Project identification and implementation have logical basis for targeting its beneficiaries. The local government of Brooke’s Point has developed a clear strategy as to how development goals can be attained. Increased participation was stimulated as the CBMS process integrates all key stakeholders to come together to collectively undertake the process. The poorest families who are the core of development efforts are targeted while providing for their unmet needs. The different agencies are also interfacing with each other and with the community in synchronizing the provision of basic services.

Key informants believe that the accomplishments in CBMS can still be improved. In a scale of 1-7, the CBMS team rated 5 their preparation to undertake CBMS as a whole, preparation for data encoding and consolidation as 6, and preparation for digitalizing maps as 3. As to their satisfaction with the preparation/mobilization effort done by the CBMS team, an average of 4.5 was given.

Facilitating Factors. Cooperation of the community in CBMS implementation is notable. Better coordination and follow up of CBMS activities also helped a lot with communications equipment being made available. The preparatory work rested on the local government and barangay teams thus, the necessary knowledge and skills to undertake CBMS were valuable to effective CBMS implementation.

The constant monitoring and follow up of the MPDC in all CBMS activities ensured that CBMS team performed their assigned tasks.
Hindering Factors. There were factors that slowed down the implementation of CBMS. Overload for work of the MPDO and CBMS team contributed to the delay of activities. Encoding has also been delayed due to the frequent power failure in Brooke’s Point. In order to expedite data encoding, database program needs updating. Furthermore, computers used for data base are not adequate while funds are not yet available to procure new computers.

Recommendations

Enhancing Implementation. Key informants hope to facilitate CBMS data processing by having additional computers for encoding and consolidating data.

The NRDB program for digitalizing maps is efficient, however, a simpler program which is friendlier and less complicated for a computer literate to use would be better.

To enhance and upgrade the technical capability of the CBMS team, a programmer expert could be invited to train the CBMS team. Key informants were hopeful that more time be devoted for one-on-one tutoring on NRBD program and a longer period allocated to develop their mastery of the program through mentoring, rather than sending them to Manila to attend training to cut on training cost.

Ensuring Sustainability. Continuous support of local officials at the provincial, municipal and barangay levels is considered imperative. It is also important for them to continue targeting poor households so as to equitably distribute basic services. It would be to the advantage of the LGU if the contractual personnel of the CBMS team were made into permanent positions, to minimize personnel turnover. Also, a full-time computer programming expert is needed to manage and upgrade the CBMS database since continuous updating is vital for an efficient database program.

Improvements in Training Modules. Generally, the training modules were very helpful in enhancing the skills of the CBMS team and community in undertaking the different CBMS components. The most useful among these is the module on data collection and processing at the barangay level with key informants rating this as 7.

Modules on data consolidation and data base management got the lowest rating with 2.5. The team felt the need to be refreshed on this again.

There was no writeshop on formulating socio-economic profile conducted in the barangays. The validation exercises were done successfully with the participation of key stakeholders.

Training Needs. Key informants informed that further training on data analysis and processing will be helpful for the CBMS team since program upgrades are needed to
improve database efficiency. Training on digitalizing maps should also be undertaken by all data processors to assist in developing digitalized maps for CBMS.

**BARANGAY ORING-ORING**

**Profile**

Barangay Oring-oring is one of the 18 barangays of the Municipality of Brooke’s Point. It has a total land area of 14.57 square kilometers, and the third smallest barangay in the municipality in terms of land area. It has been subdivided into six puroks or sitios—such as Purok Proper, Taking, Cadjasan, Natangkay, Panamotan and Venturanza, as reported in the Barangay Data by Brooke’s Point.

This is about seven kilometers from the Poblacion, and the fourth closest rural barangay to the Poblacion out of the 16 rural barangays.

The major sources of livelihood in the barangay are fishing and coconut farming, based on Brooke’s Point’s data on the barangay.

The population in the area has remarkably increased from 2003 to 2005 registering 1,331 in 2003 and up to 1,583 in 2005, using CBMS data, indicating an increase of 16%. Population density in the barangay is fourth (114 per square kilometer) to the highest (425 per square kilometer) among the rural barangays.

The facilities available in the area are: one elementary school, a barangay health center, day care centers, and multi-purpose hall.

Human development indicators in relation to the entire municipality is lower than the municipal average for 2005, such as for children in secondary education (only 33.10% vis-à-vis 52.51% for the latter), employment rate (60.95% as against 85.88% for the latter), malnourished children (20.63% as against 15.43% for the latter), sanitary toilet (19.29% as against 35.86% for the latter), household income below poverty threshold (83.60% as against 76.34% for the latter).

Two indicators which have shown favorable performance for the barangay in the year 2005 compared with the municipality are the percentages of children in elementary education (72.36% as against 33.10% for the latter) and household income below the food threshold (20.90% as against 45.34% for the latter). Data on households victimized by crime for year 2002 show a better standing vis-à-vis the municipality, with only 0.30% registering this as against 1.64% for the latter.

Islam is the predominant religion in the area covering 63.6% of the population, followed by Ramon Catholics (27.7%), based on 2005 CBMS data. Thus, it can be inferred that many have in-migrated into the area originating from Mindanao. This can be attested by the fact that only a small number (17.3%) indicated that they were
Palaweños in terms of their ethnic origin, based on the Tally Sheets by Brooke’s Point of Barangay Oring-oring.

**History of CBMS in the Locality**

The barangay was introduced to CBMS in 2000 when students were deployed to gather data on CBMS indicators from the households. This was also the case in the second cycle of CBMS. It was only in 2005 that the responsibility for CBMS involved the barangay volunteers to become a partner in the implementation of CBMS. These volunteers were composed of the BHWs, BEANS and some local officials like the kagawad for health. There was an initial reaction on the part of the local officials and the enumerators to take part in the process, fearful of the difficulty that its administration entailed. Eventually, there was acceptance and appreciation of the importance of the CBMS.

Thus, the active involvement of the barangay came about in 2005 when the local volunteers were tapped to take part in the data collection and validation processes.

Key informants in the barangay rated their local official as 6 in a scale from 1 to 7. However, the local sanggunian was given a rating of 5.5 by the six key informants since they consider the role of the sanggunian as critical in allocating resources in order to implement CBMS and in the implementation of projects targeted to respond to the unmet basic need and this commitment could still be improved.

**Local Resource Support for CBMS**

A total of 7 volunteers are actively involved in the implementation of the 2005 cycle of CBMS data collection. These are two BEANS, four BHWs and one kagawad for health. It took the volunteers one month (March 17-April 15 2005) to collect the data with one sitio being assigned to each volunteer worker. They also assisted in tallying the data which took them about one week to do. One of the BHWs serves as Focal Person and was the one who participated in the municipal validation workshop.

The volunteers were remunerated from the municipal coffers in the amount of P10.00 per instrument.

The long years of volunteer work (ranging from 2 years to 16 years) gave them ease in accessing the households who were targeted in the survey. However, the volunteers’ engagement as enumerators was an additional load to their usual tasks as BHWs or BEANs. For instance, BHWs have the responsibility of following up on tubercular patients who have to be given their treatment regimen. Although, there was appreciation by some of them to have additional income from this engagement, they were hoping the rate per survey could have been increased. Unlike in Barangay New Agutaya, Oring-oring did not provide additional incentive to the volunteers. The volunteers were given P10.00 per interview from the municipal coffers.
In the barangay, the BHWs reportedly receive monthly allowance of P500.00 from the barangay government for their work and supplemented by another P500.00 from the municipality.

In the data collection process, spotmaps were used to plot families with malnourished children. However, this had not been updated yet to reflect the 2005 data. The spotmaps per purok can be viewed at the nutrition office of the barangay.

Validation process in the community was undertaken with the assistance of the MPDO.

Contributions of CBMS

First, a key contribution of the CBMS data is being able to plan according to the unmet basic needs. The Barangay Captain who utilized the data in the second cycle of the CBMS applied the data to determine projects to respond to the problems. Lack of sanitary toilet and poor access to water supply had been responded to by channeling resources to these problems in year 2003. These CBMS data led the Barangay Captain to seek resource support from a congressman to improve its water supply.

When the data collection was localized to the barangay in 2005, he committed P56,000 from the development fund allocated to the barangay in the amount of P127,000 for electrification project, considered a key problem area which surfaced in the data gathering process. The municipality contributed in the amount of P30,000.

Second, CBMS data were used for focused targeting purposes. In year 2004, the barangay targeted families found in coastal areas by implanting a drum where their makeshift toilet could be situated, to prevent seepage of seawater to the fecal wastes. However, because of the manual nature of processing, targeting by areas was done more than individual targeting. For the year 2006, the barangay captain hopes to respond to the problem of lack of sanitary toilets by seeking for other sources of support.

Information regarding malnourished children had been used for the monthly feedings that had been extended by the barangay. This project targeted 3-6 year old children.

The information derived in the CBMS had also been used as a stepping stone for the kagawad for health in identifying families affected by the problem of malnutrition and in reaching out to them to respond to the problem. The kagawad met with the coastal families, in particular, regarding this problem.

Third, CBMS data had been considered by the volunteers as a basis for the community to take the initiative in responding to their problems ("para matutong magsumikap ang mamamayan") because they are aware of the problem.
The practice of comparing the barangay with other localities during the validation process motivated them to improve their situation.

Assessment of Preparation for CBMS

A personal assessment of the preparation for CBMS yielded an average of 6 in a scale from 1 to 7 among the key informants. This could be related to the high assessment of the team that prepared them for their tasks to implement CBMS which also got this average.

In assessing the capability building sessions to equip the barangay team for CBMS installation, the ratings were lower than their general assessment. For instance, for the training on CBMS data collection, an average of 3.5 was given because they had difficulty in grasping the concepts at first, until these were implemented.

For the training on manual processing, the average of 4.44 was given, commenting that they needed more time to practice what was taught.

For training on encoding of questionnaires, the average of 5.44 was given by the key informants. Once again, more time was expected to practice on the processes imparted to them. The same rating was obtained for training on data consolidation and data base management.

More training was recommended for data collection process. They hope to build more confidence on this aspect.

Factors Facilitating/Hindering CBMS Implementation

Key informants cited the cooperation of the community as a facilitating factor in the implementation of CBMS.

With respect to hindering factors, key informants cited difficulty in accessing some areas. They are hoping to have bicycles to reach some difficult areas.

Because there was no counterpart fund from the barangay in remunerating the enumerators, one key informant expressed the hope of having additional remuneration in the next round of data collection.

Impact Assessment

It may be difficult to tell if the entire barangay improved in social development conditions since there are more indicators which fluctuated or had deterioration compared with the total number which improved. Because of the limited resources, investment was only made for selected projects (i.e., electricity, access to safe water and toilet facility).
Four indicators which improved over the time were: percentage of literate persons, household with access to safe water, household with electricity (with data for first two cycles only), and household with income below food threshold (with data for second and third cycles only). See Table 10.

One indicator which fluctuated over the three cycles and showed improvement over time was households victimized by crime.

Four indicators which fluctuated but had percentage point average which deteriorated over time were: children in elementary education (-3.27%), children in secondary school (-3.19), households with malnourished children (17.25%) and household with sanitary toilet (-27.99%).

Four indicators progressively deteriorated over time. One was the total number of households with income below poverty threshold from 8.59%, to 72.56% to 83.60%, in 2000, 2002 and 2005, respectively. Second, was households involved in community organizations (19.53% in 2000 to 2.3% in 2004). Third was households in makeshift housing (15.52% in 2004 to 36.33% in 2005). The fourth was employment rate (83.64% in 2002 to 60.95% in 2005).

An indicator which only had one cycle of data was household with sanitary disposal.

Follow up questions in the CBMS of 2005 which inquired about the reasons for deterioration in the poverty situation cited such reasons as poor harvest 72% who experienced deterioration in their income. The next common reason was low price of the product (13.9%). Other reasons given were loss of job or work and reduced earnings from business.

It may be noted that the unmet needs which were prioritized during the period (electricity, access to safe water and sanitary toilet), improved in situation in the last data collection process, compared with previous years. See Table 10.
<table>
<thead>
<tr>
<th>INDICATORS</th>
<th>2000</th>
<th>2002</th>
<th>2005</th>
</tr>
</thead>
<tbody>
<tr>
<td>Surveyed Population</td>
<td>91.84</td>
<td>85.68</td>
<td>94.34</td>
</tr>
<tr>
<td>Municipal Average</td>
<td>52.05</td>
<td>98.20</td>
<td></td>
</tr>
<tr>
<td>Surveyed Households</td>
<td>89.20</td>
<td>90.82</td>
<td>92.67</td>
</tr>
<tr>
<td>Municipal Average</td>
<td>54.57</td>
<td>101.30</td>
<td></td>
</tr>
<tr>
<td>1. Children in Elementary</td>
<td>81.01</td>
<td>68.04</td>
<td>77.82</td>
</tr>
<tr>
<td>Municipal Average</td>
<td>80.25</td>
<td>74.06</td>
<td>72.36</td>
</tr>
<tr>
<td>2. Children in Secondary</td>
<td>36.29</td>
<td>27.50</td>
<td>33.10</td>
</tr>
<tr>
<td>Municipal Average</td>
<td>56.79</td>
<td>61.14</td>
<td>51.51</td>
</tr>
<tr>
<td>3. Literate Persons</td>
<td>87.14</td>
<td>87.88</td>
<td>88.56</td>
</tr>
<tr>
<td>Municipal Average</td>
<td>90.16</td>
<td>87.78</td>
<td>82.69</td>
</tr>
<tr>
<td>4. Employment Rate</td>
<td>83.64%</td>
<td>60.95</td>
<td></td>
</tr>
<tr>
<td>Municipal Average</td>
<td>82.07</td>
<td>90.70</td>
<td>85.88</td>
</tr>
<tr>
<td>5. Underemployment</td>
<td>0.00</td>
<td>67.39</td>
<td>No data</td>
</tr>
<tr>
<td>Municipal Average</td>
<td>4.43</td>
<td>6.63</td>
<td>15.43</td>
</tr>
<tr>
<td>6. Malnourished Children</td>
<td>3.35</td>
<td>2.19</td>
<td>20.63</td>
</tr>
<tr>
<td>Municipal Average</td>
<td>4.35</td>
<td>6.63</td>
<td>15.43</td>
</tr>
<tr>
<td>7. HH with Sanitary Toilet</td>
<td>46.48</td>
<td>9.39</td>
<td>19.29</td>
</tr>
<tr>
<td>Municipal Average</td>
<td>57.10</td>
<td>63.28</td>
<td>35.86</td>
</tr>
<tr>
<td>8. HH with Access to Safewater</td>
<td>86.72</td>
<td>88.81</td>
<td>89.71</td>
</tr>
<tr>
<td>Municipal Average</td>
<td>72.49</td>
<td>82.25</td>
<td>71.00</td>
</tr>
<tr>
<td>9. HH with Electricity</td>
<td>5.08</td>
<td>7.22</td>
<td>No data</td>
</tr>
<tr>
<td>Municipal Average</td>
<td>28.03</td>
<td>27.51</td>
<td>No data</td>
</tr>
<tr>
<td>10. HH with Sanitary Disposal</td>
<td>1.95</td>
<td>0.00</td>
<td>No data</td>
</tr>
<tr>
<td>Municipal Average</td>
<td>18.26</td>
<td>12.26</td>
<td>No data</td>
</tr>
<tr>
<td>11. HH Income below Poverty Threshold</td>
<td>8.59</td>
<td>72.56</td>
<td>83.60</td>
</tr>
<tr>
<td>Municipal Average</td>
<td>30.15</td>
<td>70.50</td>
<td>76.34</td>
</tr>
<tr>
<td>12. HH Income below Food Threshold</td>
<td>No data</td>
<td>58.84</td>
<td>20.90</td>
</tr>
<tr>
<td>Municipal Average</td>
<td>No data</td>
<td>59.08</td>
<td>45.34</td>
</tr>
<tr>
<td>13. HH Victimized by Crime</td>
<td>0.00</td>
<td>0.30</td>
<td>0.00</td>
</tr>
<tr>
<td>Municipal Average</td>
<td>0.00</td>
<td>1.64</td>
<td>0.23</td>
</tr>
<tr>
<td>14. Household in Makeshift Housing</td>
<td>No data</td>
<td>15.52</td>
<td>36.33</td>
</tr>
<tr>
<td>Municipal Average</td>
<td>3.91</td>
<td>9.09</td>
<td>8.00</td>
</tr>
<tr>
<td>15. HH Members of Community Organizations</td>
<td>19.53</td>
<td>2.3</td>
<td>No data</td>
</tr>
<tr>
<td>Municipal Average</td>
<td>26.07</td>
<td>31.97</td>
<td>No data</td>
</tr>
</tbody>
</table>
CONCLUSIONS

It can be seen that the Province of Palawan has made a mark in sustaining the CBMS implementation. The application of the technology has led to rationale decisionmaking in the different phases of management, i.e. in planning, focused targeting and the conduct of monitoring and evaluation. The prioritization of some basic needs in planning at the municipal and barangay levels has led to an improvement in the condition of these indicators. Although the dire economic difficulties of two case barangays could have prevented them from having gains in their poverty situation, especially for Oring-Oring.

The experience of New Agutaya in participatory governance in CIDSS has enriched the implementation of CBMS as community members, through the community welfare structures, and has sustained their participation in the planning process.

Community volunteers who participated in the third cycle in Barangay Oring-Oring saw the importance of gathering information and immediately felt identification with it unlike when students had been deployed to gather information. Having community volunteers implement the data collection process gave them immediate feedback on and appreciation of the problems existent in the community, since they are themselves immersed in the community. However, they expressed the need for more time to learn about the technology to be assured that they are implementing the technology correctly.

The commitment of the Provincial Governor and the Municipal Mayors of San Vicente and Brooke’s Point facilitated the implementation of CBMS, expressed by the issuance of executive directives, complimented by budgetary allocation. This commitment is matched by the dedication of the technical staff to install the system.

However, there is a need to enhance the system by improving some aspects in the system. For instance, indicators can be presented in a consistent way since the current indicators combine both positive and negative presentation in the different levels of the local government. One indicator, makeshift housing needs to be clarified for its operational definition.

Also, other operational difficulties can be threshed out which are peculiar to each area to facilitate implementation. For instance, some puroks are inaccessible for both New Agutaya and Barangay Oring-Oring and hope to have additional support for travel to access peripheral areas. For Brooke’s Point, while there are enough facilities for computerizing data sets, the frequent power failure sets back their gains.
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San Vicente

Socrates, Salvador P.

KEY INFORMANTS

**Palawan**

Agnas, Marissa J.—Research Analyst II, February 28, 2006
Daalon, Sharlene C.—Planning Officer I, February 28, 2006
Escaño, Josephine C.—Project Evaluation Officer IV and Project Leader of CBMS Group, February 28, 2006
Flores, Riza S.—Administrative Officer II, February 28, 2006
Pactanac, Ronalso H.—Planning Officer I., February 28, 2006
Rabang, Josephine—Economist II, February 28, 2006

**San Vicente**

Fabellar, Maria Teresa O.—Project Evaluation Officer II., February 29, 2006
Panagsayan, Lucelyn F.—Project Evaluation Officer II, February 29, 2006

**Brooke’s Point**

Vilma Booc, CBMS Coordinator—Municipal Planning and Development Office, March 1, 2006
Edna Dabandan—Supervising CBMS Systems Administrator, Municipal Planning and Development Office, March 1, 2006

**Barangay Oring-oring**

Agusaba, Victoria—Barangay Health Worker, March 1, 2006
Badidil, Lourdes—Barangay Health Worker, March 1, 2006
Gabinete, Luz—Barangay Health Worker and CBMS Focal Person, March 1, 2006
Mapun, Jama—Kagawad for Health, March 1, 2006
Palampisi, Ibrahim—Barangay Captain, March 1, 2006
Parandi, Jen—Barangay Health Worker, March 1, 2006
Pexsi, Juvilyn—Barangay Environment, Agriculture and Nutrition Scholar, March 1, 2006

Barangay New Agutaya

Adion, Penafrcancia—Barangay CBMS Team Leader, February 29, 2006
Nobleza, Romeo—Barangay Captain, February 29, 2006
Sulit, Mercy—Barangay Kagawad and Chair on Committee on Finance, February 29, 2006
Yala, Josephine—Barangay Environment, Agriculture and Nutrition Scholar, February 29, 2006
Zabalo, Norlita—Barangay Kagawad and Chair of the Committee on Education and Social Services, February 29, 2006
MUNICIPAL CBMS INITIATIVES IN CAMARINES NORTE

Maria Ana T. Quimbo and Joane V. Serrano

INTRODUCTION

Background

This case study focuses on the province of Camarines Norte, the first province in the Bicol region to have adopted the Community-based Monitoring System as a poverty monitoring tool, initiated first by Labo then followed by six other municipalities. This report presents the various initiatives and activities for the adoption of CBMS and the experiences of key individuals directly involved in its implementation.

The two municipalities which first implemented CBMS and one barangay in each municipality were selected and their experiences are highlighted in this study. The barangays were chosen for having successfully institutionalized CBMS and benefited from its use. For the municipality of Labo, Barangay Tulay na Lupa serves as the case study site and for the municipality of Sta. Elena, it is Barangay Poblacion.

Methodology

Interviews with key informants, individually and in groups, were undertaken in order to elicit their personal experiences and draw out their reflections on how CBMS was introduced, advocated, and utilized by the local government for planning and decision making. For the province, the key persons directly involved in CBMS implementation were the members of the Provincial CBMS Technical Working Group under the Provincial Planning and Development Office. Six persons took part in the focused group discussion, headed by the Provincial Planning and Development Coordinator and five of her staff.

In the municipality of Labo, individual interviews with the Municipal Planning and Development Coordinator and the Planning Officer (who is also the CBMS Coordinator) were done on separate occasions. The Mayor and his Executive Assistant also provided some inputs specifically on how the results of CBMS were used to identify priority development projects for the municipality.

In Barangay Tulay na Lupa, the participants in the focused group discussion were the Barangay Captain, Barangay Secretary, and four barangay kagawads. One of the kagawads was assigned as the Team Leader of Enumerators.

For the municipality of Sta. Elena, an individual interview with the Municipal Planning and Development Coordinator was conducted. One member of his staff, who is in-charge of Geographic Information System (GIS) mapping, was also interviewed to validate some points shared by the MPDC. The research team also did a courtesy call to the Mayor.
In Barangay Poblacion, the Barangay Captain and some members of the Sangguniang Barangay participated in a focused group discussion. The research team came back the following day to do another interview with the Barangay Captain and the Barangay Secretary, who also served as the Team Leader of Enumerators.

THE MUNICIPALITY OF LABO

Profile

The municipality of Labo is one of the 12 municipalities of the province of Camarines Norte in the Bicol Region. Labo, a first class municipality, is located at the center of Camarines Norte. It is approximately 335 kilometers south of Manila and 15 kilometers away from the capital town of Daet (Labo 2005b).

Lab’s Socioeconomic Profile (2005b) reports that it is comprised of 52 barangays, 10 of which are classified as urban barangays and the rest as rural. Its land area of 64,884 hectares, the biggest in the province, occupies more than 25% of the total land area of the entire Camarines Norte. Furthermore, the report says that about 57% of this land area is alienable and disposable lands while the remaining 43% are forest lands. The surface of the municipality is generally rugged, rolling hills and mountainous terrain with relative small rolling and flat terrain. Because of this geographic nature, Labo has no coastal area and is predominantly an agricultural area.

Based on the 2003 CBMS Report, the total population of the municipality is 79,607 (Labo, Camarines Norte, 2003e), with more males than females (Table 1). Comparing the CBMS results with national average, the municipality of Labo had poorer performance in four of five indicators with national averages. For instance, CBMS data indicate that the proportion of households with access to safe drinking water is 64.5% compared with 78.6% national average. Likewise, proportion of households with sanitary toilets was only 66.1% at the municipality level while 82.5% of the total population shows this at the national level. In terms of proportion of households at or below the poverty threshold, the national average is also much better than the municipal average with 28.4% for the former and 67.1% for the latter. (See the data in Palawan case study for the national average.)

Labo is a predominantly Roman Catholic comprising 95% of the total population community. Business establishments (numbering 353 in all) and educational institutions, both public and private (154 in all), abound in the area (Labo, 2005b).
Table 1. Socio-economic Profile of Labo Compared with the National Average

<table>
<thead>
<tr>
<th>Indicators</th>
<th>2003 CBMS Data</th>
<th>National Average 2001-02*</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td>79,607</td>
<td></td>
</tr>
<tr>
<td>Male – 40,954 (51.4%)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Female – 38,653 (48.6%)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Number of households</td>
<td>15,875</td>
<td></td>
</tr>
<tr>
<td>Average household size</td>
<td>5</td>
<td></td>
</tr>
<tr>
<td>Child mortality rate</td>
<td>0.20%</td>
<td></td>
</tr>
<tr>
<td>Child malnutrition</td>
<td>8.75%</td>
<td></td>
</tr>
<tr>
<td>HH with access to safe drinking water</td>
<td>64.5%</td>
<td>78.6%</td>
</tr>
<tr>
<td>HH with sanitary toilets</td>
<td>66.1%</td>
<td>82.5%</td>
</tr>
<tr>
<td>HH who are squatters</td>
<td>4.41%</td>
<td></td>
</tr>
<tr>
<td>HH living in makeshift housing</td>
<td>5.55%</td>
<td></td>
</tr>
<tr>
<td>Proportion of population victimized by crimes</td>
<td>0.68%</td>
<td></td>
</tr>
<tr>
<td>Proportion of HH below poverty threshold</td>
<td>67.86%</td>
<td>28.4%</td>
</tr>
<tr>
<td>Proportion of HH below food threshold</td>
<td>51.80%</td>
<td></td>
</tr>
<tr>
<td>Proportion of HH who eat less than 3 meals a day</td>
<td>2.42%</td>
<td></td>
</tr>
<tr>
<td>Unemployment rate</td>
<td>11.92%</td>
<td></td>
</tr>
<tr>
<td>Proportion of children attending elementary education</td>
<td>79.55%</td>
<td>96.8%</td>
</tr>
<tr>
<td>Proportion of children attending secondary education</td>
<td>65.65%</td>
<td>66.2%</td>
</tr>
</tbody>
</table>

Sources: CBMS Report for Labo, 2003; Palawan case study
Rationale for CBMS Implementation

Section 18 of the Local Government Code provides that “local government units shall have the power and authority to establish an organization that shall be responsible for the efficient and effective implementation of their development plans, program objectives and priorities” (Government of the Philippines 1991). To address this directive, the poverty monitoring system must be integrated as part of LGU’s planning system. DILG Memorandum Circular #2002-172 recommended the use of Community Based Poverty Information and Monitoring System for this purpose. More particularly, the DILG Memorandum Circular #2003-92 was issued enumerating the Policy Guidelines for the Adoption of the Core Local Poverty Indicators in Planning.

The very first encounter of Labo with CBMS concept was when Mr. Jose Ramon Lagatuz, now Planning Officer and CBMS Coordinator, attended a seminar-workshop on Local Government Initiatives for Poverty Reduction on August 8-10, 2002 where the Palawan Experience on CBMS was presented. Two months later on October 25, 2002, Mayor Winifredo B. Oco, accompanied by Mr. Ramon Jose Lagatuz and Mr. Diogenes Camino, Executive Assistant of the Mayor, attended a briefing on CBMS at Angelo King Institute of the De La Salle University (DLSU) in Manila.

On 28 January 2003, the CBMS Network Coordinating Team was invited by the local government unit through the Municipal Development Council (MDC) to orient the 52 barangay captains about the CBMS concepts and practices. This paved the way for the MDC to pass a resolution with regard to the CBMS implementation in the municipality of Labo. The Municipal Development Council Resolution #001-2003 dated 28 January 2003 is a resolution requesting the Sangguniang Bayan to “Authorize the Local Chief Executive Hon. Winifredo B. Oco to Sign and Enter into a Memorandum of Agreement Representing the Local Government Unit of Labo with the Micro Impact of Macroeconomic Adjustment Policies (MIMAP)-Community Based Monitoring System (CBMS) Coordinating Team for the Institutionalization of Community Based Monitoring System in this Municipality.”

On 18 March 2003, CBMS was formally institutionalized in the municipality of Labo, the first in the Bicol Region, through Mayor Oco’s issuance of Executive Order #04-2003. The order directs the institutionalization of CBMS under the MIMAP Project in Labo, Camarines Norte. The Executive Order also spells out the creation of Technical Working Groups at the purok, barangay, and municipal levels.

On 24 March 2003, Mayor Oco approved SB Resolution #078-2003 indicating that the municipality of Labo is one of the MIMAP-assisted LGUs to implement CBMS using its designated framework and strategies. In the implementation of this project, one of the responsibilities of the LGU is to appropriate funds amounting to ₱263,824 to defray expenses for the entire duration of the project. MIMAP, on the other hand, provided technical assistance in terms of the conduct of training and data analysis, and
provision of technical assistance to the Municipal Technical Working Group until the completion of the project.

**CBMS Technical Working Group and its Functions**

The Municipal CBMS Technical Working Group (TWG) was created in March 2003 through Executive Order #04-2003. Its functions are manifold and include administrative, technical, and supervisory. Administrative functions include the reproduction of CBMS questionnaires and the provision of meals and snacks for the conduct of CBMS training. Technical support entails the conduct of introductory training and guiding materials for the barangays and purok, the extension of assistance on survey enumeration, data processing and data validation; the utilization of CBMS data in the preparation of the municipal socioeconomic profile; the presentation of consolidated data in the regular Municipal Planning and Development Council meeting; and the use of the results for the regular planning exercises and for the identification and preparation of municipal programs and projects in the municipal development council (MDC) meetings. Supervisory function is expected as it is mandated to oversee the implementation of CBMS in the different localities.

From the point of view of the MPDC team and CBMS Coordinator, the TWG functions include weekly monitoring of the progress of data collection, providing assistance to the barangay CBMS team leader in resolving problems encountered in the implementation of the CBMS, reminding enumerators on the importance of barangay spot map during the field data collection, cross-checking the entries in the questionnaires weekly, and submitting weekly the result of the survey to the municipal level. Hence, from the perspective of the key persons of the CBMS in the municipality, the technical and supervisory functions are the ones emphasized in their reckoning of their roles, which are done quite regularly.

A total of 17 persons comprise the Municipal TWG. Most of the members are staff (9 in all) of the Municipal Planning and Development Office (MPDO) while some are from the Mayor’s Office, Budget Office, and the General Services Office. The members provide technical and administrative support to the implementation of CBMS. For the most part, members of the MPDO staff provide technical support by serving as presentor of CBMS results in various fora, data encoder, and editor of reports. Those from other offices provide both technical support like GIS mapping and administrative support like in reproduction of questionnaires and serving as custodian of supplies and materials. Ratings given to the members are varied ranging from an average rating of “4” to the maximum rating of “7”, using a scale of 1 to 7.

The TWG does not have a regular meeting. It meets only when the need arises. It was only during the first year of CBMS implementation that regular monthly meetings were held.
Role and Commitment of Local Chief Executive and the Sanggunian

It can be seen that the top executive’s commitment for CBMS for Labo is manifested by the initiative of the mayor to pass legislative and administrative directives in order to institutionalize the implementation of the CBMS. Commitment to this engagement was also demonstrated by the financial support of the municipality to implement CBMS.

After a series of consultations with the MDC and committee meetings of the Sangguniang Bayan between and among local officials, concerned persons and key personnel in the possibility of institutionalizing CBMS, the local government unit of Labo took the initiative to implement and adopt the system with the technical expert assistance of MIMAP-CBMS Coordinating Team.

SB Resolution #078-2003 was passed authorizing Hon. Winifredo B. Oco to enter into a Memorandum of Agreement representing the Local Government Unit of Labo with the Micro Impacts on Macroeconomic Adjustment Policies (MIMAP)-Community Based Monitoring System (CBMS) Coordinating Team, represented by Dr. Celia M. Reyes, Project Leader relative to the Implementation and Adoption of Community Based Monitoring System in the Municipality of Labo, Camarines Norte.

Mayor Oco also issued Memo No. 023-2003 regarding the conduct of CBMS Training and Workshop in Labo, Camarines Norte on 24-29 March 2003. The memorandum appoints LGU officials and employees as members of various working committees to provide backstop support in the conduct of the training-workshop.

As reported by LGU Labo through the report prepared by the CBMS Coordinator, Mr. Jose Ramon Lagatuz, financial support for the implementation of the first round of CBMS survey is as follows: ₱220,773.34 provided by LGU-Labo and ₱210,750.00 given by LGU-52 Punong Barangays. This shows the commitment of both the municipal and barangay leaders to invest in the installation of the system.

The Municipal Planning and Development Coordinator and his team gave their Mayor the highest rating of 7 with regard to his commitment to CBMS. On the other hand, a rating of 6 was given to local sanggunian’s commitment to CBMS. Until now, there are still questions among some SB members even as the preparations for the second round of survey are underway. Some still doubt the importance of the exercise. The MPDC team explained to the SB members how the results of the first round helped them in the determination of priority needs of the municipality and in the preparation of municipal development plans.

The respondents also related to the evaluation team that in 2003, a greater number of SB members was not receptive to the idea of having another survey. This was particularly so when they requested for some funds to be allocated to conduct of CBMS survey. Back then, they also had the Minimum Basic Needs (MBN) survey and were also completing the Integrated Rural Accessibility Planning (IRAP) survey.
Role of the Municipality in CBMS Implementation

Advocacy. There are a number of activities done and are being done by the CBMS team to advocate CBMS. One is the presentation of CBMS during the MDC meeting and the conduct of consultation/lobbying activities with the local executive and legislative bodies during its committee meetings. These were done to persuade the 52 punong barangays and municipal leaders to allocate funds for the implementation of CBMS.

Another approach is making appearances and being interviewed at the local community radio (DWLB-FM) located at the 3rd floor of the municipal building. In December 2005, for instance, a regular program for CBMS advocacy and information dissemination entitled “CBMS on the Air” was launched. The radio program is aired every Saturday from 8:00 to 9:00 am, with Mr. Jose Lagatuz and Mr. Cesar Villaflores as regular hosts.

Third, there are also regular updates of CBMS activities in “Balingtataw,” a local publication of the LGU.

Fourth, information dissemination is also undertaken throughout the year during its regular “Information Service Caravan to 52 Barangays.” The municipal information service caravan is a continuing activity of the municipal government which seeks to bring basic services right at the barangay and provide important information on various development programs and projects, like CBMS. This is also a strategy of the LGU to bring the government closer to the people to win their support and confidence.

Fifth, Labo allows its CBMS TWG members to be invited as resource speakers in training of other municipalities on CBMS data collection and data processing. These municipalities include Sta. Elena, San Vicente, Talisay, and San Lorenzo.

Individuals who are involved as trainors, training facilitators, supervisors, and data processors for CBMS are mostly from the MPDO. They are performing these duties as part of their regular functions as MPDO staff, hence, are not given additional compensation.

Those who worked as enumerators during the 2003 survey were barangay and purok officials, barangay nutrition scholars, day care workers, and students. Since the enumerators were not regular MPDO staff, they were paid token honorarium of ₱10-15 per household-questionnaire.

Table 2 shows the distribution and the total number of enumerators who assisted in data collection for the entire municipality of Labo.
The table shows that a total of 223 individuals provided support as enumerators during the first round of CBMS survey in 2003. They were mostly barangay health workers, students, barangay nutrition scholars, and barangay kagawads.

Table 2. Enumerators for CBMS in Labo

<table>
<thead>
<tr>
<th>Enumerators</th>
<th>Number</th>
<th>Percent of total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Barangay health workers</td>
<td>53</td>
<td>24</td>
</tr>
<tr>
<td>SPES</td>
<td>40</td>
<td>18</td>
</tr>
<tr>
<td>BNS</td>
<td>38</td>
<td>17</td>
</tr>
<tr>
<td>Barangay kagawad</td>
<td>38</td>
<td>17</td>
</tr>
<tr>
<td>Barangay secretary</td>
<td>17</td>
<td>8</td>
</tr>
<tr>
<td>SK officials</td>
<td>12</td>
<td>5</td>
</tr>
<tr>
<td>Community volunteers</td>
<td>12</td>
<td>5</td>
</tr>
<tr>
<td>Day care workers</td>
<td>10</td>
<td>4</td>
</tr>
<tr>
<td>Purok officials</td>
<td>3</td>
<td>1</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>223</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

Note: BNS=barangay nutrition scholars; SPES=Special Program for the Employment of Students

Source: CBMS Report, 2003

**Resource Support.** During the 2003 survey, the municipality spent a total amount of ₱218,605.34 to cover expenses for the different activities for the implementation of CBMS. For the second round of survey this year (2006), a bigger amount is being earmarked for the same activity costing a total of ₱422,025. See Table 3.

It can be seen in Table 3 that a big chunk of the total allocation for each year has been eaten up by data collection and the conduct of training. The share of Labo is substantial and include expenses for the conduct of training, production of the instruments, rental of equipment, data processing and information dissemination. Of interest to note is the share of the barangays in paying the enumerators. In turn, the province also shares in the reproduction of instruments and in providing incentives to enumerators for 2006 survey.
<table>
<thead>
<tr>
<th>Activities</th>
<th>Amount for CBMS survey</th>
<th>Source of support</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2003 (actual)</td>
<td>2006 (proposed)</td>
</tr>
<tr>
<td>Training workshop (for data collection &amp; data processing)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- meals</td>
<td>P155,020</td>
<td>P194,100</td>
</tr>
<tr>
<td>- reproduction</td>
<td></td>
<td></td>
</tr>
<tr>
<td>a. HH questionnaires</td>
<td></td>
<td></td>
</tr>
<tr>
<td>b. Brgy profile questionnaires, spot map, manuals, tally sheets</td>
<td>61,985.34</td>
<td>44,500</td>
</tr>
<tr>
<td>c. Other instruments used, i.e. validation exercises, printing of publications, computerization of databank, establishment of data boards</td>
<td>1,600</td>
<td>10,400</td>
</tr>
<tr>
<td></td>
<td>included in item b</td>
<td></td>
</tr>
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<td></td>
<td></td>
<td></td>
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<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- rental of LCD projector, computer, venue</td>
<td>-----</td>
<td>1,200</td>
</tr>
<tr>
<td>Cost of enumerators</td>
<td>P10/HH</td>
<td>P15/HH</td>
</tr>
<tr>
<td></td>
<td>30 working days</td>
<td>45-60 working days</td>
</tr>
<tr>
<td>Data collection</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Incentives to enumerators</td>
<td>10/HH</td>
<td>4/HH</td>
</tr>
<tr>
<td></td>
<td>30 working days</td>
<td>45-60 working days</td>
</tr>
<tr>
<td>Data processing</td>
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<td></td>
</tr>
<tr>
<td>Reproduction of tally sheets</td>
<td>Included in item b</td>
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</tr>
<tr>
<td>Honorarium to processors</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>SPES, Job orders from LGU</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Practicum students</td>
<td></td>
</tr>
<tr>
<td>Database management</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Computer hardware</td>
<td>Solicited from other LGU offices</td>
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</tr>
<tr>
<td>Supplies</td>
<td></td>
<td></td>
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<tr>
<td></td>
<td>Solicited from other LGU offices</td>
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<tr>
<td></td>
<td>Included in the budget</td>
<td></td>
</tr>
<tr>
<td>Information dissemination</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- validation exercise (how often this is made)</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Only motorcycle of the MPDC is used in validation with minimal gasoline expenses of 1,600. From June-Oct 2003, 2 brgys/per day</td>
<td>Seminars/conference/planning workshops:</td>
</tr>
<tr>
<td></td>
<td>Included in the budget and often done by staff</td>
<td>1. PEP conference in Dakar, Senegal; June 16-20, 2004, Mayor Oco</td>
</tr>
<tr>
<td></td>
<td>Various meetings and for a in regional, provincial and national levels</td>
<td>2. Participatory local governance; SDRC, DLSU, * Mla, Dec 3, 2003</td>
</tr>
<tr>
<td></td>
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</tr>
</tbody>
</table>

* SDRC, DLSU -- Social Development Research Center, De La Salle University
** MTPDP – Medium Term Philippine Development Plan
*** EFA – Education for All
Data Collection. In the actual data collection phase, the municipality performed the crucial roles expected of it in the 2003 survey. As planned, the municipality assumed the role in the reproduction of CBMS questionnaires for all households, manuals, and tally sheets. It also provided the introductory training with supplementary guide materials to barangay enumerators. It performed its role in following-up on the enumerators in the conduct of the survey. It was reported to have extended technical support to the barangays and gave feedback to all barangays on survey results.

The MTWG agreed to conduct the CBMS survey every 3 years or within the midterm of the incumbent Mayor. The first round of CBMS survey was completed within a month (from April to May 2003). The preparations for the conduct of the second round of CBMS survey are underway.

The instruments used in actual data collection included the household profile questionnaire and the barangay profile questionnaire. No additional instruments were used in data collection.

Additional indicators were included in the survey particularly those that were directly related to the major programs of the LGU. These programs included information on the:

1. Feeding program;
2. College scholarship/assistance program;
3. Livelihood training/skills program;
4. Shelter program; and
5. Credit/finance program.

Results of the survey vis-à-vis these additional indicators showed that about 50% of the households availed of the feeding program for children. A number also availed of the college scholarship program (19.78%). Other programs availed of include households who availed of livelihood and training skills (4.43%) and financial and credit assistance (9.13%). Only a few took advantage of the housing program (1.11%) maybe because very few could afford the repayment scheme for this project.

Data Processing. The main role of the municipal TWG in data processing is the consolidation of CBMS data of 52 barangays that have been manually processed by the barangay enumerators. Manual processing of data is also done at the municipal level essentially to cross-check the tabulations and computations done at the barangay level and to come up with a consolidated municipal result.

Of the 52 barangays, only three did computerized data processing. The rest of the 49 barangays were trained in using manual data processing. The CBMS Network Coordinating Team conducted the 2-day training on manual data processing while the municipal TWG members acted as training facilitators and secretariat.
Excel and NRDB programs were used by the LGU in processing the results of the 2003 survey. The LGU was not yet ready to use CSPRO back then. For the 2006 survey, CSPRO shall already be adopted in data processing. The plan is to conduct a training on the use of CSPRO during the last week of March 2006 and continue on with the actual data collection for the second round in April 2006.

For the first round of survey, LGU Labo started building the database using the CBMS-NRDB spatial database program. However, due to problems in human resource complement they were unable to complete the database. This was because the person trained to handle and implement the program had been recruited by another office and is no longer connected with the LGU.

**Data Validation.** Data validation exercise was done at the barangay level. The role of the municipality in the actual data validation exercise was mainly facilitative in nature. The details of this process can be witnessed in the barangay assessment report of Tulay na Lupa.

**Data Banking.** Data banks on several items were set up at the municipal level. These were household profile, spot map with complete legend, purok tally sheets, barangay tally sheets, purok data board, barangay data board, and accomplishment form relative to the completeness of data gathering

CBMS database at the municipal level is managed by the Planning Officer, who serves as the CBMS Coordinator.

**Dissemination of Information.** Several tools were used and are being used by the municipality to disseminate information about CBMS. One is the local publication mentioned earlier, the *Balingtataw*, which is published on a quarterly basis by Labo and disseminated to interested stakeholders in the local government. Primarily targeted are the local officials.

Members of the Municipal TWG are also taking an active participation in various LGU meetings and fora by sharing their experiences in CBMS implementation. A radio program called “CBMS on the Air” was also launched in December 2005 as another medium to advocate CBMS.

Digitized maps are also available for use of stakeholders in Labo and other interested parties.

The local government of Labo used the information for CBMS advocacy in the entire municipality and its 52 barangays. The information was also used to share with the nearby towns and provinces the benefits and gains derived from implementing the CBMS technology.
LGU Labo is also using the CBMS Network Updates prepared and published by the CBMS Network Coordinating Team to disseminate information about CBMS. This publication is an initiative of the CBMS Network Coordinating Team.

One of the outputs of CBMS implementation is the preparation of the Local Poverty Reduction Action Plan (LPRAP) for 2006-2010. Almost all local poverty reduction programs and projects have been documented and included in the said plan.

**Utilization of CBMS Data**

In the municipality and barangays of Labo, key informants have acknowledged many uses of the CBMS data.

A prominent function is the use of the data in the preparation of the barangay and municipal annual investment and development plans. CBMS data provided a basis in the identification of appropriate programs and projects to address the immediate and basic needs of the municipality and the barangays based on the 13 core local poverty indicators.

Second, CBMS data had also been useful in the preparation of the barangay and municipal socio-economic profiles. Socio-economic profiles of nine barangays (i.e., Anahaw, Awitan, Guisican, Kalamunding, Lagui, Mabilo 1, Mabilo 2, Napaod, and Tulay na Lupa) with GIS and poverty maps had been completed on October 26, 2004. Profiles of the remaining 43 barangays, without the GIS and poverty maps, were completed in June 2005.

Third, CBMS data had also been relied upon in the preparation of the barangay and municipal poverty maps showing the most depressed areas (i.e. barangays and puroks) in terms of the different dimensions of poverty. The municipal poverty maps had been presented in national, regional, and local conventions and seminars to share Labo’s CBMS experience to different stakeholders like policymakers, development implementers, and planners. On this aspect, Labo became a showcase not only in the Bicol region but also in national and international poverty and economic assemblies.

Fourth, CBMS data had also been relied upon in the conduct of monitoring and evaluation of existing development programs. Barangay Tulay na Lupa used the results of CBMS survey in the analysis of education and welfare status of children. As a result, they won the most coveted award of the province-wide search for the “Child-Friendliest Barangay.”

Fifth, CBMS data were also used in the identification of poorest households in the barangay as a basis for the identification of beneficiaries of the Office of the Municipal Social Welfare and Development. In health and sanitation, the CBMS results were used to identify beneficiaries of municipal health project like distribution of toilet bowls to different barangays.
Sixth, CBMS data had been the basis for the generation of the computerized map of Labo which was used as input to the socio-economic database and GIS of Labo. This proved to be a more advanced and innovative way of data sharing and enhancing the usual table and graph data presentation.

Seventh, the CBMS data had been the basis for Integrated Rural Accessibility Program-Infrastructures and Resources (IRAP-INFRES) program for Water Supply and Road Network Development. This is one of the most important parts of development grant/counterpart assistance from national agency under the Department of Agriculture, specifically the Infrastructure Development Assistance for farm-to-market roads construction.

Eighth, since the preparation of the land use plan is one of the expectations of the local government unit, CBMS had been relied upon for its preparation in the municipality.

Finally, CBMS data had also been useful to the local sanggunian in the determination of the priority needs of the municipality. In fact, the Sangguniang Bayan (SB) passed SB Resolution No 46-2004 and adopted Municipal Ordinance No 188-2004 dated March 2, 2004 granting educational aid in the form of financial assistance and school supplies to indigent schoolchildren as identified in the CBMS survey results.

Role of NGOs, Private Sector Organization, Other Community Groups in CBMS Implementation

Barangay health workers, day care workers, barangay nutrition scholars, and some community volunteers were involved as enumerators in the barangays. Upon invitation of the LGU, about 35 NGOs attended briefing orientation on project proposal format from Peace and Equity Foundation and 18 of them submitted formally to the said Foundation and 5 were approved on March 10, 2006. During the first call for project proposal on the last week of February 2006, 3 NGOs were already approved. These NGOs and their corresponding grants are as follows: 1) Labo Market Vendors MP Cooperative (now Labo Progressive Cooperative)-P150,000; 2) Tao-Kalikasan Foundation, Inc-P150,000; and 3) Kooperatiba ng Maliliit na Magniniyog sa Kanapawan-P150,000. Their respective livelihood projects are now ongoing and they have submitted their Progress Reports to Peace and Equity Foundation and the CBMS Network Coordinating Team. The CBMS Network Coordinating Team acted as the secretariat for the CBMS Development Grants Screening Committee. The funding institution requires that these development projects should address the priority needs of the locality using the CBMS results.

Innovations Introduced for CBMS

In the process of data collection, a key contribution by the municipality is the institution of some practices that facilitated response from the households. One practice was the issuance of an open letter signed by the Mayor which was given by the
enumerators to every household in every barangay soliciting their cooperation in the conduct of the survey. Second, each enumerator was provided an identification card signed by Dr. Celia Reyes and Mayor Oco to ensure the households that the enumerator is the one duly recognized by the municipality. Third, for a more efficient data collection, the 52 barangays were divided into 8 districts or clusters of barangays. A member of the Municipal TWG was assigned in each district to oversee and monitor the progress of data collection. Data collection was completed in one month, as originally scheduled.

In the data processing phase, the manpower support was complemented by 50 Special Program for the Employment of Students (SPES). The SPES members were partially paid by the local government (60%) and partially by the Department of Labor and Employment (40%). These students were distributed to the 52 barangays to help in manual data processing. Parental consent of students assigned to far-flung barangays were sought since most of them had to stay for a few days in the barangay to complete the data processing.

Reflections on Contributions of CBMS

Reflecting on the uses of CBMS to the different phases of local governance in Labo, the key informants considered the system to have provided the locality, reliable, relevant and comprehensive data on the welfare conditions and development status across the municipality from households to puroks to the barangays. With CBMS, the LGU was able to identify areas where there is a need for water supply, sanitary toilets, feeding program, educational assistance, farm-to-market roads, livelihood projects, housing, and disaster preparedness, among others.

It has also enhanced the recognition, transparency, and credibility of local governance and political leadership. Prior to DILG’s recognition of CBMS as a local initiative for development and poverty monitoring, Labo has already conducted a municipal-wide CBMS survey. Mayor Oco and his CBMS team were further inspired when they were invited to various national, regional, and local conferences in Manila, Legaspi City, and other neighboring municipalities to present their own experiences in CBMS implementation. On April 26-30, 2004, Mayor Oco was invited to the International Annual Conference on Poverty Economic Policy in Dakar, Senegal to also make a presentation of Labo’s CBMS experience. Lastly, CBMS survey results were also a major contributory factor in winning several search and competitions nationwide such as the KALASAG award, KABALIKAT award, and Search for Child-Friendly Barangay, among others. The KALASAG award is about Disaster Management Preparedness given by the Department of Interior and Local Government (DILG) while the KABALIKAT award is on the Promotion of Community-based Training and Enterprise Development given by the Technical Education and Skills Development Authority (TESDA). The Search for Child-Friendly Barangay is supported by UNICEF.

CBMS is considered a ready-to-use reference material for research. It is also a vital source of information in the preparation of Comprehensive Land Use Plan (CLUP)
and Socio-economic Profiling (SEP). The latter translates to savings on the part of LGU on data collection and pre-developmental activities. CBMS data were also used by NGOs and POs as reference materials for preparing project proposals to funding agencies and institutions.

For monitoring development trends in the locality, CBMS data show where changes and improvements have taken place. For instance, the households of barangay Sta. Cruz demonstrated how their access to sanitary toilet facilities improved by installing 13 sanitary toilet bowls to needy families in Purok 2. Other barangays which initially benefited from sanitary toilet facilities were Malasugui, Lugui, Mabilo 2, Masalong, Anahaw, Daguit, and Dumagmang.

CBMS is, likewise, important in mobilizing investments. Good and relevant data help streamline local investments. Investors and some business groups inquire in the MPDC office for the LGU’s profile and important data for future investments in Labo.

LGUs and project implementers are guided by CBMS results in setting project targets since it provides inputs in identifying the right project location, right project beneficiaries, and type of intervention scheme needed most in a specific area.

Finally, CBMS greatly strengthens capability of Labo to analyze the impact that development programs and projects have on the people. It also created new awareness and understanding of the socio-economic conditions of the barangays down to purok and household levels. Hence, it helps the LGU to make its programs and projects more responsive to the specific needs of the barangays in harmony with the 10-point agenda of President Gloria Arroyo’s administration and the attainment of the Millennium Development Goals.

Reflections on Facilitating Factors on CBMS Implementation

One major factor that facilitated the implementation of CBMS is the perseverance of MPDC staff particularly in the early stages of its implementation.

The strong support from the executive and legislative branches of the LGU also contributed to the fast integration of CBMS in the local policy decision making process. This was supported by the approval of 52 Punong Barangays for the localization of CBMS during the Municipal Development Council meeting.

There were both tangible and intangible gains from CBMS which enhanced better planning activities and improvement of tools used by the LGU for more effective governance.

Reflections on Hindering Factors on CBMS Implementation

Key informants also mentioned several factors that hampered the implementation of CBMS which they treated not as problems but as challenges that gave them greater
inspiration. One major challenge that came their way was the initial indifference of some members of the Sangguniang Bayan and the resistance of some LGU chiefs of offices toward the concept of CBMS.

With data processing, there was lack of personnel for the computerization of CBMS data due to insufficient financial resources to hire a full-time staff. There was also lack of computer unit for data consolidation. The only computer unit currently being used does not have adequate hardware capacity to accommodate the volume of CBMS data as well as that of the software being used to process the data.

On data collection, some families would not divulge their actual income to the enumerator. Some, especially those with family business, would report a lower income because of LGU’s enhanced tax collection policy. On the other hand, others would report a higher income to boost the family morale.

**Recommendations to Enhance Implementation of CBMS**

Key informants mentioned that there should be sustained dedication on the part of the TWG until the desired outputs are obtained in order to enhance the implementation of CBMS.

In data processing, it was recommended that there should be exclusive use of a computer unit for CBMS data even only until the completion of data processing. Also, a full-time personnel has to be assigned to CBMS data computerization.

More financial support from external source (outside of LGU funds) has to be provided to sustain CBMS implementation.

Part of advocacy activities is the development of a website of LGU-Labo and, of course, of CBMS.

**Recommendations to Ensure Sustainability of CBMS**

To ensure sustainability of CBMS, key informants see the need for the issuance of a Municipal Ordinance specifically indicating CBMS survey as a regular LGU activity to be conducted every three years. Consequently, CBMS budget allocation should become part of the LGU Development and Financial Plans.

To have a regular funding source, a Memorandum or Circular from national agencies like the Department of Budget and Management (DBM), Department of the Interior and Local Government (DILG), National Economic and Development Authority (NEDA), or National Anti-Poverty Commission (NAPC) incorporating CBMS in the 20% Development Fund has to be issued.
It was also recommended that there should be a continuous advocacy of CBMS as a poverty monitoring tool, as well as use of CBMS data in development planning activities.

Key informants also see the need for the inclusion of CBMS manpower requirement in the organizational staffing pattern of the LGU. Security of tenure among personnel is important to ensure sustainability of CBMS.

Finally, the annual conference being conducted by CBMS Network, where implementers are given the chance to make presentations, also helps in ensuring sustainability of CBMS.

THE CASE OF BARANGAY TULAY NA LUPA

Profile

Tulay na Lupa is one of the 52 barangays of the municipality of Labo, Camarines Norte. It is approximately nine (9) kilometers away from the town proper of Labo. Tulay na Lupa is well-known for its potable drinking water system coming from the spring called Buro-buro. The Buro-buro spring provides clean water supply to almost 50% of the towns of the province.

Tulay na Lupa, considered one of the 10 urban barangays of Labo, has a total land area of 650 hectares. It is comprised of seven (7) puroks or sitios. About 63% of its land area is rugged and has hilly terrain and is predominantly an agricultural area.

Shown in Table 4 are socio-economic information of Barangay Tulay na Lupa based on 2003 MIMAP-CBMS survey (Camarines Norte, 2003). The barangay average for each indicator is compared with the Labo municipality average (Table 4).

It can be seen that Barangay Tulay na Lupa performed better than the municipality in 11 out 14 indicators. Specifically, it performed much better in indicators like households with access to safe drinking water (97.01% versus 64.48%), households with sanitary toilets (93.93% versus 66.10%), households below the poverty threshold (60.73% versus 67.86%), proportion of households below the food threshold (40.85% versus 51.8%), child malnutrition (3.31% versus 8.75), proportion of households who eat less than three meals a day (0.40% versus 2.4%), households who are squatters (1.37% versus 4.41%), households in makeshift housing (4.62% versus 5.55%), proportion of children attending elementary education (84.12% versus 79.55%), proportion of children attending secondary education (98.6% versus 97.76 %), and literacy rate (98.69% versus 97.76%).
However, Tulay na Lupa did not perform as well on the indicators proportion of population victimized by crimes (4.51% versus 0.64%), child mortality rate (0.49% and 0.16%), and unemployment rate (12.85% versus 11.92%).

### Table 4. Socio-economic Profile of Barangay Tulay na Lupa Compared with the Municipal Average

<table>
<thead>
<tr>
<th></th>
<th>Barangay average</th>
<th>Municipality average</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population (total)</td>
<td>5,076</td>
<td></td>
</tr>
<tr>
<td>male (50.16%)</td>
<td>2,546</td>
<td></td>
</tr>
<tr>
<td>female (49.84%)</td>
<td>2,530</td>
<td></td>
</tr>
<tr>
<td>Number of households</td>
<td>1,021</td>
<td></td>
</tr>
<tr>
<td>Average household size</td>
<td>5</td>
<td></td>
</tr>
<tr>
<td>Child mortality rate</td>
<td>0.49%</td>
<td>0.16%</td>
</tr>
<tr>
<td>Child malnutrition</td>
<td>3.31%</td>
<td>8.75%</td>
</tr>
<tr>
<td>Households with access to safe drinking water</td>
<td>97.06%</td>
<td>64.48%</td>
</tr>
<tr>
<td>Households with sanitary toilets</td>
<td>93.93%</td>
<td>66.10%</td>
</tr>
<tr>
<td>Households who are squatters</td>
<td>1.37%</td>
<td>4.41%</td>
</tr>
<tr>
<td>Households living in makeshift housing</td>
<td>4.62%</td>
<td>5.55%</td>
</tr>
<tr>
<td>Proportion of population victimized by crimes</td>
<td>4.51%</td>
<td>0.68%</td>
</tr>
<tr>
<td>Proportion of HH below poverty threshold</td>
<td>60.73%</td>
<td>67.86%</td>
</tr>
<tr>
<td>Proportion of HH below food threshold</td>
<td>40.85%</td>
<td>51.80%</td>
</tr>
<tr>
<td>Proportion of HH who eat less than 3 meals a day</td>
<td>0.40%</td>
<td>2.42%</td>
</tr>
<tr>
<td>Proportion of children attending elementary education</td>
<td>84.12%</td>
<td>79.55%</td>
</tr>
<tr>
<td>Proportion of children attending secondary education</td>
<td>76.90%</td>
<td>65.65%</td>
</tr>
<tr>
<td>Literacy rate</td>
<td>98.69%</td>
<td>97.76%</td>
</tr>
<tr>
<td>Unemployment rate</td>
<td>12.85%</td>
<td>11.92%</td>
</tr>
</tbody>
</table>

Sources: CBMS Report for Labo, 2003; Barangay Tulay na Lupa Socio-economic Profile, 2003

### Rationale for CBMS Implementation

The first encounter of Barangay Tulay na Lupa with CBMS concept was on 28 January 2003 during an orientation program on CBMS concepts and practices arranged by Labo and conducted by the CBMS Network Coordinating Team. This paved the way for the Municipal Development Council (MDC) to pass a resolution with regard to the CBMS implementation in the entire municipality of Labo.
On 18 March 2003, CBMS was formally institutionalized in the municipality of Labo through Mayor Oco’s issuance of Executive Order #04-2003. The Executive Order also spells out the creation of Technical Working Groups at the purok, barangay, and municipal levels.

**CBMS Technical Working Group and its Functions**

Executive Order #04-2003 issued in March 2003 by the Municipal Mayor created the Purok and Barangay CBMS Technical Working Groups (TWG) and defined their composition and functions. At the purok level, TWG is composed of Purok Chairman, purok officers and purok leaders.

Its functions are the preparation of a purok spot map indicating household residents, preparation of an inventory or master list of households in each purok, providing assistance to CBMS enumerators in obtaining relevant household data in respective purok for efficient data gathering; and providing assistance in the whole duration of the project.

At the barangay level, the TWG is composed of the Barangay Chairman, barangay councilors/kagawads, barangay secretary, the enumerators such as teacher-in-charge, health workers and nutrition scholars; and the Sangguniang Kabataan Chairman.

The functions of the Barangay TWG include the collection, validation, processing, and maintenance of community-based data; preparation of summary record and report for submission to the MPDO in the next Municipal Development Council meeting; preparation of barangay profile utilizing CBMS results with assistance from CBMS Network Coordinating Team; utilization of CBMS data as basis for the regular planning exercises; preparation of CBMS data board; and allotment of ₱10 per household questionnaire as incentive to enumerators on an optional basis.

As implemented, a total of eight persons comprise the Barangay TWG. Most of the members are officers of the Sangguniang Barangay, three are students, and one is a community volunteer. The Barangay Chairman mainly performed supervisory functions while the rest were directly involved with data collection. A barangay kagawad who was assigned team leader took care of the overall supervision of the data collection process. All members were given a perfect rating of “7”, using a scale of 1 to 7 by the key informants.

The committee does not have a regular meeting. It meets only when the need arises. The Purok Presidents, although not official members of the Barangay TWG, served as the contact persons of the enumerators to facilitate data collection. Training for enumerators were conducted by MPDC staff of LGU-Labo.
Role and Commitment of Local Chief Executive and the Sanggunian

The Mayor’s strong support for the installation of CBMS as a poverty monitoring tool reinforced the commitment of the barangay top executives to move towards the full adoption of the system to the locality.

The TWG gave their Barangay Chairman the highest rating of “7” using a scale of 1 to 7 with regard to his commitment to CBMS. A rating of “7” was, likewise, given by the Barangay Chairman to the local sanggunian’s commitment to CBMS. There was common agreement among the barangay leaders as to the importance of CBMS in policy making and in the preparation of development plans. They believe that the CBMS survey was very helpful in identifying the priority needs of Barangay Tulay na Lupa.

Role of the Barangay in CBMS Implementation

Advocacy. In advocating CBMS to the locality, the Barangay Chairman sent personal letters to the Purok Presidents indicating the importance of CBMS and citing the LGU’s commitment for the implementation of CBMS in their barangay. The Purok President, on the other hand, informed his or her constituency about the project during one of their regular meetings.

Resource Support. As has been mentioned, the sangguniang barangay allotted ₱10,000 as initial funding support as incentive for enumerators. Another ₱10,000 has been earmarked for the second round of CBMS survey to be conducted in June 2006.

Data Collection. The schedule of the first round of data collection was prescribed by Labo. The instruments used in data collection included the household profile questionnaire and the barangay profile questionnaire. No other instrument was used in data collection. Also, there was no modification made on the instruments. The group felt that the CBMS instrument is complete and contains all the important poverty indicators to help them in program planning and design.

Data Processing. Data processing, specifically manual tallying of survey results, were done at the barangay level by the enumerators themselves. No extra incentive was given to the enumerators for data processing. Some barangay officials who were not involved in data collection extended help in manual tallying on a voluntary basis. Survey results were consolidated and summarized at the barangay level before they were submitted to the MPDO.

Data Validation. Validation was done by presenting the results to the purok officials. This was led by the barangay officials and facilitated by the MPDO staff. The main intent of the exercise was to confirm whether the problems identified were indeed experienced in the barangay. The results were generally acceptable to the purok representatives. The only major issue that surfaced during data validation was in relation
to housing indicators. Apparently, the definition of “squatter” was misconstrued by some individuals. The Barangay Chairman explained that squatting is indeed a problem in his locality. Survey results showed very small proportion of “reported” squatters, which is in conflict with the real situation in the barangay. The large number of squatters is also supported by official barangay records. Concerned respondents believed that they should not be considered squatters since they were given permission by previous administration to reside where they are now.

The Chairman admitted that the problem could be partly attributed to some enumerators, who had just been trained to implement the survey and might have a different interpretation of the question item. In the second round of the survey, the Chairman hopes that this matter will no longer be an issue. In fact, he has sought the help of MPDO to provide “official” definition of squatter and of makeshift housing.

**Dissemination of Information.** Dissemination of information on CBMS results was done through the presentation of data in the Barangay Socio-economic Profile. On the other hand, information about the second round of CBMS survey were disseminated through the regular monthly assembly of the puroks or sitios.

**Benefits and Contributions of CBMS**

One of the major contributions of CBMS was on the identification of critical needs and problems of the community such as those concerning health and sanitation, education, and employment. Consequently, CBMS data were used in preparing barangay development plans, providing immediate solutions to the more critical needs of the locality, and prioritizing fund allocation.

To address health and sanitation problem, one project pursued was supplemental feeding to address the malnutrition problem in the barangay, specifically those children who were 1st, 2nd, and 3rd degree malnourished. Other related projects were the “Medicine for Indigent Families” program and the DOH Vaccination Project, which were implemented in cooperation with the Rural Health Unit.

In education, the Technical Vocational Training Center was put up to meet the needs of the out-of-school youths. On the other hand, Swine Dispersal Project, Livelihood Training, and Credit Livelihood Assistance Program were also implemented to address the unemployment problem.

CBMS survey results also provided a more organized data banking system which can be used not only by the local government but also by NGOs and other individuals who need information about the community for project proposal preparation and research purposes.

The community also attributed their garnering the municipal- and eventually province-wide “Search for Child-Friendly Barangay” award to the systematic, organized, and comprehensive data provided by the CBMS survey. The monetary reward received
by Barangay Tulay na Lupa was P15,000 from the municipality level and P50,000 from the province level.

**Assessment of Preparation for CBMS**

For the 2003 CBMS survey, the perceived readiness of key informants in implementing CBMS in their locality was rated “4” in a scale of 1 to 7. The inadequate training and experience of barangay executives and enumerators was the major reason cited.

For the coming second round of survey, key informants feel more confident and adequate and considered themselves 100% ready this time, giving themselves a rating of “7” in a scale of 1 to 7.

**Facilitative Factors**

Factors considered as facilitative in the implementation of CBMS are the commitment of the municipality (MPDO) and the support and training provided by the CBMS Network Coordinating Team (Dr. Celia Reyes’ team). Key informants also recognized the efforts exerted by the members of the CBMS barangay technical working group in disseminating information about CBMS to the different puroks.

**Areas for Further Training**

Key informants see the need for training of their enumerators in data collection particularly in having a good understanding of the basic terms in the questionnaire and being able to properly elicit answers from respondents.

Also needed is further training of enumerators in data processing, specifically in data consolidation. The Barangay Chairman also cited, in particular, inconsistencies in tally summaries on squatter counts. The reasons for these were mentioned in the “data validation” section of this report.
THE MUNICIPALITY OF STA. ELENA

Profile

Sta. Elena is situated on the northernmost part of the Bicol Peninsula. It is bounded on the north by the municipality of Capalonga, south by the municipality of Calauag, Quezon, east by the municipality of Labo, Camarines Norte, and west by the Basiad Bay of the Pacific Ocean. The town proper is 263 kilometers from Metro Manila (Sta. Elena Municipal Profile, 2005).

Sta. Elena’s Municipal Profile (2005) reports that it is one of the 12 municipalities of the Province of Camarines Norte. It consists of 19 barangays namely: Basiad, Bulala, Don Tomas, Guitol, Kagtalaba, Kabuluan, Maulawin, Patag Ibab, Patag Ilaya, Palaridel, Pulong-guitguit, Rizal, Salvacion, San Lorenzo, San Pedro, San Vicente, Poblacion, Tabugon, and Villa San Isidro. It has reportedly a total land area of 19,935 hectares. It is the seventh largest town of Camarines Norte in terms of land area and comprises 6.1% of the provincial area. The town’s topography is characterized by rolling hills to rugged terrain. Sta. Elena has 15,960 hectares classified as alienable and disposable lands and 2,392 hectares classified as forestland (Sta. Elena Municipal Profile, 2005). Sta. Elena is classified as a fourth class municipality. Its income as of 2000 is Php 26,629,510.15.

The total population surveyed in 2003 using the Community Based Monitoring System (CBMS) data is 37,878 with 7,521 households which is 9.13% of the population of the province of Camarines Norte and 0.8% of the entire Bicol Region. The main industries in Sta. Elena are coconut and fishing. The total land area planted with coconut is 2,966 hectares with a total of 213,284 bearing (187,734) and non-bearing (25,550) trees (based on the 1999 data provided by the Philippine Coconut Authority). Rice production in the municipality accounts for 2,572.54 metric tons. This came from 597 hectares of physical rice areas with 359 hectares irrigated and 238 hectares rainfed area. Fish and other marine resources are considered future potential growth areas of Sta. Elena. The municipality is the second largest in terms of fish production and the largest potential area in the province for fishpond development (Sta. Elena Municipal Profile, 2005).

As a fourth class municipality, the CBMS data on employment rate which is 85.8% shows that it is not far the national employment rate of 89.8%. However, CBMS data show that the proportion of households with income below the poverty threshold is 70.8% which is far greater than the national average of 28.0%. The households with access to safe drinking water is approximately one-half (38.2%) of the national average which is 78.6%. This scenario is also true with households with access to sanitary toilets which is 40.5% compared to the national average of 82.5%.

The municipality’s profile in terms of education is also behind the national average for elementary participation rate and secondary education rate. The elementary participation rate for the municipality is 78.8% compared to the national average of
96.8%. Less than 50% (45.2% to be exact) of the children attend secondary education which is less than the national participation rate of 66.21%.

Table 5 shows the socio-economic information of Sta. Elena’s CBMS data for 2003 compared to the national average 2001-2002.

On the whole, Sta. Elena is lower on the indicators mentioned compared with the national average with available data.

Table 5. Sta. Elena’s Socio-economic Information Compared with the National Average

<table>
<thead>
<tr>
<th>Indicators</th>
<th>2003</th>
<th>National Average 2001-02*</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of households</td>
<td>7,521</td>
<td></td>
</tr>
<tr>
<td>Average household size</td>
<td>5</td>
<td></td>
</tr>
<tr>
<td>Child mortality rate</td>
<td>0.8</td>
<td></td>
</tr>
<tr>
<td>Child malnutrition</td>
<td>4.6</td>
<td></td>
</tr>
<tr>
<td>Households with access to safe drinking water</td>
<td>38.2</td>
<td>78.6</td>
</tr>
<tr>
<td>Households with sanitary toilets</td>
<td>40.9</td>
<td>82.5</td>
</tr>
<tr>
<td>Households living in makeshift housing</td>
<td>2.3</td>
<td></td>
</tr>
<tr>
<td>Households who are squatters</td>
<td>3.0</td>
<td></td>
</tr>
<tr>
<td>Proportion of household with members victimized by crimes</td>
<td>0.8</td>
<td></td>
</tr>
<tr>
<td>Proportion of children attending elementary education</td>
<td>78.8</td>
<td>96.8</td>
</tr>
<tr>
<td>Proportion of children attending secondary education</td>
<td>45.2</td>
<td>66.21</td>
</tr>
<tr>
<td>Unemployment rate</td>
<td>14.2</td>
<td>10.2</td>
</tr>
<tr>
<td>Proportion of households with income below the poverty threshold</td>
<td>70.8</td>
<td>28.4</td>
</tr>
<tr>
<td>Proportion of households with income below the food threshold</td>
<td>52.4</td>
<td>13.1</td>
</tr>
<tr>
<td>Proportion of households that experienced food shortage</td>
<td>3.6</td>
<td></td>
</tr>
</tbody>
</table>

*See Palawan case study for national average.

Historical Account of CBMS

Before CBMS. According to the Municipal Planning and Development Coordinator (MPDC), the Social Reform Agenda (SRA) was launched as part of the development blue print of the Philippine government under the Ramos Administration to
achieve the goal of poverty alleviation. Through the SRA, various policies and tools had been conceptualized to address the poverty situation in the country.

He further added that one aspect that is essential in this program was poverty measurement. Poverty measurement was vital in assessing the real needs of the community in order for the government to provide the appropriate interventions and support. Through poverty measurement, the local government units would also be able to evaluate the impact of programs or interventions to the intended development goals.

Initially, the SRA program utilized the Minimum Basic Needs (MBN) as an assessment tool to measure poverty. The barangay data were presented to the public through a data board located in the puroks. MBN was supposed to provide adequate attention to social development rather than on the traditional economic or infrastructure development. A total of 33 indicators was utilized in MBN.

**Early Years.** MBN was then replaced by the CBMS in 2003. The municipality of Sta. Elena first had the opportunity to work with the Micro Impact of Macroeconomic Adjustment Policies (MIMAP) - CBMS in March 2003. They first learned about CBMS from the Provincial Planning and Development Office (PPDO) when the CBMS Team coordinated with the Provincial Office the initial CBMS project for the municipality of Labo in March 2003. The Municipal Planning & Development Office (MPDO) then coordinated directly with the CBMS team about the potential use of CBMS in Sta. Elena. The initial fund for CBMS was from the fund allocated to SRA through the MBN. Since the CBMS program was an improvement of the said exercise, the MBN fund of ₱60,000.00 from the 20% Development Fund was utilized for setting-up the project. A Memorandum of Agreement or MOA was passed and approved by the Sanguniang Bayan supporting the implementation of the project.

The concept was introduced and presented by the MPDC to the Municipal Development Council (MDC) of Sta. Elena through a briefing or meeting. After sessions of deliberation, a consensus was reached to proceed with the project.

**Localization of CBMS.** The implementation of CBMS in Sta. Elena formally started in May 2003 through a Training Workshop on Data Collection. The workshop was followed by a Seminar on Data Processing in June 2003 which included an orientation on computerized data processing and introduction to the CBMS-NRDB.

The CBMS provided the local government officials of Sta. Elena a basis in charting the direction of the municipality in terms of addressing the current needs of the barangays as well as in planning and implementing Sta. Elena’s long term development plan.

Several reasons guided Sta. Elena for the implementation of CBMS. One argument made by the key informants was CBMS’s contribution in making the municipality establish a social sector database which was best suited to the needs of the community. It was also comprehensive enough to be expanded to the other sectors. Thus,
it can be seen in Table 6 that the investments for social development has substantially improved through the years, indicative of the commitment to social development of Sta. Elena as reported in its Socioeconomic Profile (2005b). This is also supplemented by Figure 1.

Table 6. Social Sector Development Investment Budget CY 2001-2005

Municipality of Santa Elena, Province of Camarines Norte

<table>
<thead>
<tr>
<th>YEAR</th>
<th>2001</th>
<th>2002</th>
<th>2003 **</th>
<th>2004</th>
<th>2005</th>
</tr>
</thead>
<tbody>
<tr>
<td>ANNUAL INVESTMENT</td>
<td>2,080,000.00</td>
<td>2,150,000.00</td>
<td>2,652,594.00</td>
<td>4,092,000.00</td>
<td>3,913,000.00</td>
</tr>
<tr>
<td>Nutrition</td>
<td>40,000.00</td>
<td>-</td>
<td>25,000.00</td>
<td>145,000.00</td>
<td>65,000.00</td>
</tr>
<tr>
<td>Child Programs</td>
<td>10,000.00</td>
<td>-</td>
<td>50,000.00</td>
<td>105,000.00</td>
<td>22,000.00</td>
</tr>
<tr>
<td>Non Children Programs</td>
<td>30,000.00</td>
<td>-</td>
<td>-</td>
<td>20,000.00</td>
<td>25,000.00</td>
</tr>
<tr>
<td>Literacy</td>
<td>-</td>
<td>-</td>
<td>20,000.00</td>
<td>40,000.00</td>
<td>20,000.00</td>
</tr>
<tr>
<td>Safe Water Provision</td>
<td>2,000,000.00</td>
<td>2,000,000.00</td>
<td>2,082,000.00</td>
<td>3,500,000.00</td>
<td>3,505,000.00</td>
</tr>
<tr>
<td>Livelihood Dev’t.</td>
<td>-</td>
<td>-</td>
<td>196,000.00</td>
<td>100,000.00</td>
<td>100,000.00</td>
</tr>
<tr>
<td>Capability Building</td>
<td>a. Database</td>
<td>-</td>
<td>30,000.00</td>
<td>35,700.00</td>
<td>20,000.00</td>
</tr>
<tr>
<td>Establishment</td>
<td>-</td>
<td>30,000.00</td>
<td>35,700.00</td>
<td>20,000.00</td>
<td>60,000.00</td>
</tr>
<tr>
<td>b. Trainings</td>
<td>-</td>
<td>-</td>
<td>98,894.00</td>
<td>66,000.00</td>
<td>30,000.00</td>
</tr>
<tr>
<td>Administrative / Advocacy</td>
<td>-</td>
<td>120,000.00</td>
<td>145,000.00</td>
<td>96,000.00</td>
<td>86,000.00</td>
</tr>
</tbody>
</table>

Note: ** CBMS Implementation (May 2003)
Source: Poverty Mapping: A Sta. Elena CBMS Experiences, 2005

Figure 1. Social Sector Investment Budget

Source: Poverty Mapping: A Sta. Elena CBMS Experiences, 2005
Furthermore, the presence of the Geographic Information System (GIS) component in CBMS was more readily appreciated by the local government executives, especially the Mayor together with the Sangguniang Bayan, with its digitized map. This helped them a lot in the actual implementation of the CBMS.

Third, the CBMS was viewed for its financial viability considering the high prices of software in the market. The free software that was offered such as the CBMS-Natural Resource Data Base (NRDB) was welcomed by the municipality since it had almost the same features as any GIS software.

According to the MPDC, since NSO survey was very general and did not represent the entire population of the municipality, the CBMS data were highly appreciated by the municipality of Sta. Elena. The CBMS generated specific data from the household, purok, and barangay levels.

The instruments used in the data collection were the household profile questionnaire and barangay profile questionnaire.

Complete enumeration was done in 2003. The first data collection was conducted in May 2003 which lasted for about three to four months. The second data collection is currently ongoing and is expected to be completed by May 2006.

Manual tallying and processing were conducted at the barangay level while computerized processing and mapping were conducted at the municipal level led by the MPDC. The whole system was designed by the CBMS. Earlier trainings on data processing were conducted by the CBMS Network Coordinating Team. The system was made available by the CBMS Network free of charge including the free software while the LGU funded the trainings of the enumerators and all other aspects of the project. Consolidation of data and validation took the team almost eight months to finish.

The Census and Survey Processing System (CSPRO) will be utilized by the MPDC for data processing for the second round of CBMS survey. The MPDC used the Excel software for their first data processing in 2003. Based on their trainings and initial exposure to the CSPRO software, it is much easier to use and can generate more reports needed by the municipality of Sta. Elena.

Sta. Elena has started adopting the CBMS-NRDB spatial database program. According to the MPDC, this database is highly recommended for municipalities with budget constraint. It is a great planning tool and they have already utilized the software for various projects. It is also compatible with other high-end mapping software using shapefile formats. This is a big help to small municipalities like them considering that high-end software usually costs more than one million pesos.

Sta. Elena has improved its mapping capability by utilizing Geographical Positioning System (GPS) in mapping their roads and other infrastructures even in their preparation of project proposals. They have also added value to their maps by way of satellite maps which were downloaded from the internet, electronic copies of topographic
maps given to them by National Mapping and Resource Information Authority (NAMRIA), and have successfully incorporated these maps in their digital maps. The digitized maps were also compatible to thematic maps produced by the Province wherein they used the Arcview software.

The Municipal CBMS Team conducted the validation exercises in 2003. Although, the data validation was not very successful during the first conduct in 2003 since the team focused on the computerization of the data. The Team plans to strengthen their validation this 2006.

In 2003, the CBMS municipal team involved the barangay officials and sectoral leaders at the barangay in the validation process. Validation exercises were conducted in a small cross sector group. Validation results were reported to the barangay through general assemblies.

The municipality of Sta. Elena has established a databank from the first CBMS survey in 2003. The MPDC managed the databank and incorporated corrections made during validation process. Demographic data and poverty indicator were gathered in 2003, and agricultural and environmental data (waste disposal) had been added in the 2006 survey.

**Commitment to the Implementation of the CBMS**

CBMS in Sta. Elena was conceptualized during the time of former Mayor Bernardina Borja. According to the key informant, the previous administration was very supportive of CBMS and gave full support to the implementation of the first round of CBMS in 2003.

Mayor Dominador Mendoza of Sta. Elena expressed his 100% support to CBMS. He said that CBMS provided Sta. Elena a tool to identify the real needs of the people. As Chief Executive of the municipality of Sta. Elena, he usually relies on the information provided by his staff and the local barangay leaders to aid him in his decision making. Through the CBMS and digitized maps, he can now analyze the real poverty situation and make the necessary interventions where it is most needed.

The Sangguniang Bayan (SB) is also very much committed to the implementation of CBMS. The SB approved the MOA that was passed supporting the implementation of the project. With the implementation of CBMS, the local Sanggunian leaders have realized the importance of social sector development. The budget allocation for social development has been dramatically increased. Table 5 shows that after the implementation of CBMS in 2003, there was an increase in the social sector development investment of approximately 1.5 million pesos or a 54 percent increase in fund prioritization.
When asked about the Mayor’s commitment to CBMS, the key informants rated the Mayor “6” based on a scale of 1 to 7 with 7 as the highest rating while the Sangguniang Bayan’s commitment was rated as 5.

Structural Arrangements for Overseeing and Implementing CBMS

The Municipal CBMS Technical Working Group (TWG) oversees the implementation of CBMS. It was created in May 2003 with the following functions and responsibilities, which are actually similar to the responsibilities of the TWG in Labo. These are: to spearhead the conduct of meetings and training workshops in Sta. Elena; provide logistical support during workshops, meetings, and seminars in the duration of the collaboration with CBMS Network Coordinating Team; manage the allocated amount of P60,000 for CBMS project related activities, for the first year of operation, which formed part of the project fund; cover local costs of CBMS Network Coordinating Team trainors during meetings and conduct of training workshops and validation activities in the municipality; provide counterpart personnel who would implement the project benefit monitoring and impact evaluation systems; and generate and provide the data required by the monitoring and evaluation system.

The MPDC was the principal or lead person in overseeing the implementation of the CBMS in Sta. Elena. The other team members (two in all) were selected by the MPDC, who also serves as the team leader of the TWG. The TWG does not have regular meetings and only meets when needed. But based on the experiences of the team, they often meet to generate data from CBMS needed in the preparation and development of proposals. One staff assists the MPDC in the database maintenance and the other assists him in generating digitized maps. Both staff members are part of the CBMS TWG and also serve as trainor. All members of the CBMS TWG have other responsibilities or tasks in the municipal office and only do the CBMS work on part-time basis.

Recently, a Special Projects Office under the Office of the Mayor was created to focus on priority projects of the LGU. The MPDC considers CBMS data as vital tool in the preparation of proposals for this new unit.

Financial Allocation for CBMS

Like in Labo, the role of the province, municipality and barangay could be seen in providing financial support for the implementation of CBMS. The province extended financial assistance in the reproduction of materials for the conduct of the survey. The province provided more than P30,000 financial assistance for the 2006 CBMS survey.

The bulk of the budget was, however, assumed by the municipality: shelling out the cost for the conduct of training, the reproduction of the materials, data processing and consolidation, and in the conduct of the validation exercises, maintenance of database and remuneration for household enumerators.
The role of the barangay could be seen in paying their enumerators at P10.00 per household.

Table 7 shows the breakdown of budget allocation for the CBMS activities of the municipality of Sta. Elena in 2006.

**Table 7. Budget Allocation for 2006**

<table>
<thead>
<tr>
<th>Possible Activities</th>
<th>Amount Invested/Spent (for the Last Round of Data Gathering)</th>
<th>Source of Support</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Training workshop</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>· Meals of participants</td>
<td>P 15,000.00</td>
<td>Municipal Government</td>
</tr>
<tr>
<td>· Reproduction of materials</td>
<td>44,000.00</td>
<td>Municipal Government</td>
</tr>
<tr>
<td>· Rental of equipment</td>
<td>4,000.00</td>
<td>Municipal Government</td>
</tr>
<tr>
<td>· Venue</td>
<td>81,000.00</td>
<td>Municipal Government</td>
</tr>
<tr>
<td>· Other costs (Honoraria)</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Cost of enumerators</strong></td>
<td>10 households per day</td>
<td>Barangay</td>
</tr>
<tr>
<td><strong>Data Collection</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>· Reproduction of survey form (cost per page x number of pages)</td>
<td>P4.12 for 1 set at 12 pages</td>
<td>Province &amp; Municipal Government</td>
</tr>
<tr>
<td>· Honorarium/incentives to enumerators</td>
<td>P 10.00 per household</td>
<td></td>
</tr>
<tr>
<td><strong>Data Processing/Consolidation</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>· Reproduction of tally sheets for manual processing</td>
<td>P 12.00 per Purok tally sheet</td>
<td>Municipal Government</td>
</tr>
<tr>
<td><strong>Database Management</strong></td>
<td>Initial CY 2003 P 35,000.00</td>
<td>Municipal Government</td>
</tr>
<tr>
<td><strong>Dissemination</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>· Validation exercises</td>
<td>-After every survey and when need arises particularly in proposal preparation</td>
<td>Municipal Government</td>
</tr>
<tr>
<td>· Publication of CBMS related reports</td>
<td>-To Barangays and the Municipal Development Council</td>
<td></td>
</tr>
<tr>
<td>· Meeting to present CBMS results</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Innovations in the Conduct of CBMS

According to the MPDC, Sta. Elena has not introduced any innovations regarding the advocacy of CBMS. Thus, not all barangays have fully realized the potential and use of the CBMS conducted in 2003. They were expecting that full awareness of the advantages and uses of CBMS will be fully realized with the second run of CBMS this 2006. This is currently being done through continuous training of people involved in CBMS, especially the enumerators from the barangays.

Survey instruments were pre-designed to the needs of the municipalities across the province taking into account the feasibility of the survey (i.e., length of the questionnaire). No modifications were done with the CBMS core questionnaire implemented in 2003, during which period Sta. Elena adopted the questionnaire used by Labo. Modifications and improvements were made in the spot mapping by utilizing the Geographic Positioning System (GPS) instruments particularly in digitizing the maps to include households.

However, in the 2006 CBMS questionnaire, agricultural and environmental data (waste disposal) have been added by the TWG.

Dissemination of Data

CBMS activities and information were disseminated through meetings of the Municipal Development Council and general barangay assemblies. Reports and digitized maps were provided during meetings. Results of the CBMS were used to inform local officials of the areas needing interventions such as on education, health, sanitation, etc. Reports were provided after completion of the survey and whenever there were special projects that needed information or data generated by CBMS.

Benefits and Contributions of CBMS

CBMS was used as a planning tool by the municipal planning units of Sta. Elena. The CBMS-NRDB equipped the various units with the needed tool in their planning activities. They were able to present the real situation through digitized maps. Annual development plan was based on the data gathered from CBMS.

CBMS-NRDB digitized maps generated through the CBMS database were also used by the local and legislative officials as decision tools. Digitized maps helped the decision makers in understanding the real needs of the people. Their decisions were now based on actual data and not just on the reports provided by barangay officials. One example is the use of CBMS in selecting scholars for the scholarship program implemented by the municipality of Sta. Elena. The Educational Assistance Program is a legislative ordinance that was enacted to provide opportunity to deserving secondary school graduates of indigent families to avail of tertiary or college scholarship assistance.
Through CBMS, the local executive was able to determine if the applicants really belonged to the indigent families or those below the poverty threshold.

Through the CBMS, the officials of Sta. Elena realized the need to increase the social sector development fund. The 20% of the average annual budget of Sta. Elena which was approximately ₱7,000,000.00 was mandated to be utilized as development fund. With the implementation of CBMS, the social sector development fund was greatly increased. One example was the increase in funding for child programs particularly the Child Friendly Movement under the Fifth Country Program for Children (CPC V) which included increased funding for nutrition programs for 2004. The data were used to target and validate malnourished children under the supplemental feeding program for Grade 1 students under the CPC V program.

Through the CBMS, funds for social sector programs were maximized. For example, before CBMS, agencies such as Department of Education, Social Welfare Office, and Health Office through their municipal counterpart implemented separate nutrition programs. Through CBMS, convergence of funds was made possible and focus was given mostly on the children in need of the nutrition program.

CBMS data were used in the project identification for feasibility study proposal for the improvement of access (farm to market roads) using poverty index and agricultural development potential under the Infrastructure and Resources Project.

CBMS was also used in the project identification for feasibility study proposal for water system, targeting rural barangays with lack of access to safe water and focusing on built-up areas in rural barangays under the Presidential Priority Project for Water of National Anti-Poverty Commission-Water and Sanitation Coordinating Office (NAPC-WASCO).

Through consultation with the barangay captains on the possible sources of water and collaboration in organizing barangay water and sanitation associations, target areas were identified giving emphasis on areas with maximum potential beneficiaries and capability in maintaining the proposed system.

**Assessment of Preparation for CBMS**

The MPDC’s assessment of their preparation in implementing CBMS at the municipal level was rated “5” in a scale of 1 to 7. He rated their preparation for the 2006 CBMS implementation as “7” using the same scale. Since 2003 was their first implementation, there were a lot of things they had to learn. Hence, it took them much longer time to finish computerizing the data.

The CBMS Network Coordinating Team was rated as “5” considering that it was the first time in Sta. Elena. According to the MPDC, the modules were good but since the CBMS Network Coordinating Training Team was balancing time and funds, the training program itself had been compressed.
Facilitative Factors

The factor that facilitated the implementation of CBMS could be attributed to the continuous effort of the MPDC to improve the capacity of the municipality of Sta. Elena in generating data to be used in municipal planning and in preparing proposals for outside funding. The effort of the whole TWG had a large contribution in the success of CBMS.

Other factors were the cooperation of the local community and involvement of the people in the barangay as enumerators especially in explaining the purpose of CBMS to the community.

Support of the Mayor, Sangguninang Bayan, and barangay captains were also considered as facilitative factors by the key informants. The key informants acknowledged the commitment of the local executives to CBMS. This was evident in the MOA that was passed and approved by the Sanguniang Bayan for the implementation of the project.

Hindering factors

Lack of personnel was one of the main factors that somewhat hindered the implementation of CBMS. Other factors were the part-time status of CBMS TWG members, the lack of high-powered computer in processing the data, and the negative reaction from some households with businesses. Some refused to divulge their actual income.

For the 2006 CBMS implementation, the training of enumerators was compressed into two days instead of three. Enumerators also encountered some problems in the household numbering during the conduct of CBMS in 2006. There were some new houses built which caused confusion on the part of the enumerators. There were also some problems in the coding which caused delay.

Recommendation to Improve CBMS Implementation

One of the recommendations given by the key informants is to build or develop the technical capability of the barangays in data processing.

They also recommended the provision of information network of possible funding sources to address the needs of the barangays.

Another recommendation is for CBMS to be conducted every three years so it would be useful to the next administration.
Recommendations to Ensure the Sustainability of CBMS

To sustain CBMS, it was recommended that the cost of supporting this program generate benefits to make people have faith in the process. This could be assured through continuous training as well as consultation with other municipalities that practice CBMS on how to further improve the system. There should also be provision of linkages to funding sources to address the needs of the local government.

Areas for Further Training

The key informants suggested that the people in the barangays be trained also on data processing and computerization to enhance CBMS implementation.

Impact of CBMS

The data collection for 2006 is still on-going. This 2006 data would give Sta. Elena a comparative analysis of the impact of CBMS using the 2003 data as the base.

BARANGAY POBLACION

Profile

Barangay Poblacion is reportedly one of the 19 barangays of Sta. Elena (Sta. Elena 2005b). It has a total land area of about 12,347 hectares. The barangay’s topography is largely characterized as mountainous and rugged terrain. It is bounded on the south by Barangay San Vicente, on the west by Barangay Pulongguit-guit, and on the east and north by Barangay Rizal.

Barangay Poblacion is classified as an urban barangay with 15 puroks and a total population of 7,690. The total number of households is 1,559, the largest in the town of Sta. Elena. The main source of livelihood is farming with citrus and coconut as the major crops (Sta. Elena 2005b).

Based on the CBMS data of 2003, majority (78.7 %) of the households have access to safe water supply. Only a few households (9.7%) have no access to sanitary toilets. More than half (58.4%) of the households are living below the poverty threshold while approximately one-third (36.9 %) of the population are below the food threshold. See Table 8.

The literacy rate of Barangay Poblacion is very high (99.1 %). Children in elementary school is also high (77.3%) compared to children in secondary school with only 52.9%. The malnutrition among 0-5 years old is only 0.7%. The rate of child’s death among 0-6 years old is 2.2%, the highest among 19 barangays in Santa Elena (Sta. Elena 2005b).
The unemployment rate in Barangay Poblacion is only 13.3%. In terms of shelter, 3.7% of total households live in makeshift housing and only 2.9% are considered as squatters.

If compared with the municipal data on CBMS, it can be seen that the performance of Barangay Poblacion is higher than the municipal average on eight indicators. These are for child malnutrition, access to safe drinking water, access to sanitary toilets, attendance of children in secondary school, unemployment rate, income below the poverty threshold, income below the food threshold and experiencing food shortage.

On the other hand, there were four indicators in 2003 where the barangay did not fare as well as the municipality. These are for child mortality rate, proportion of household living in makeshift housing, proportion of households with members victimized by crimes, proportion of children attending elementary education.

There is one indicator where the barangay and the municipality were the same in performance in 2003: households who are squatters.

Table 8. Performance of Barangay Poblacion Using CBMS Indicators

<table>
<thead>
<tr>
<th></th>
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</thead>
<tbody>
<tr>
<td>Total number of population</td>
<td>7,690</td>
<td></td>
</tr>
<tr>
<td>Number of households</td>
<td>1,559</td>
<td></td>
</tr>
<tr>
<td>Child mortality rate</td>
<td>2.2</td>
<td>0.8</td>
</tr>
<tr>
<td>Child malnutrition</td>
<td>0.7</td>
<td>4.6</td>
</tr>
<tr>
<td>Households with access to safe drinking water</td>
<td>78.7</td>
<td>38.2</td>
</tr>
<tr>
<td>Households with sanitary toilets</td>
<td>90.3</td>
<td>40.9</td>
</tr>
<tr>
<td>Households living in makeshift housing</td>
<td>3.7</td>
<td>2.3</td>
</tr>
<tr>
<td>Households who are squatters</td>
<td>3.0</td>
<td>3.0</td>
</tr>
<tr>
<td>Proportion of household with members victimized by crimes</td>
<td>2.9</td>
<td>0.8</td>
</tr>
<tr>
<td>Proportion of children attending elementary education</td>
<td>77.3</td>
<td>78.8</td>
</tr>
<tr>
<td>Proportion of children attending secondary education</td>
<td>52.9</td>
<td>45.2</td>
</tr>
<tr>
<td>Unemployment rate</td>
<td>13.3</td>
<td>14.2</td>
</tr>
<tr>
<td>Proportion of households with income below the poverty threshold</td>
<td>58.4</td>
<td>70.8</td>
</tr>
<tr>
<td>Proportion of households with income below the food threshold</td>
<td>36.9</td>
<td>52.4</td>
</tr>
<tr>
<td>Proportion of households that experienced food shortage</td>
<td>0.3</td>
<td>3.6</td>
</tr>
</tbody>
</table>

Source: CBMS 2003 Data
The facilities available in the area are: one preschool, two elementary schools, two secondary schools, one vocation school, one tertiary school, one private medical clinic, one hospital, one barangay health center, six day care centers, three drug stores, one post office, one police station, two banks, one market, and one multi-purpose hall.

CBMS Process

Organizing Stage. The CBMS was introduced to the barangays of Sta. Elena in 2003. The municipal government invited all the barangay captains to a meeting and oriented them about CBMS. The municipal government explained the advantages of using CBMS to them. After deliberation and explanation, the barangay captains welcomed the CBMS since they saw its potential as a data collection tool for the barangays. The implementation of CBMS was formalized through a Memorandum of Agreement passed in the Sangguniang Bayan.

Before CBMS, Barangay Poblacion utilized the census conducted by the National Statistics Office (NSO) in collecting barangay data. The barangay officials appreciated CBMS since it gathered data for the barangay just like what the census did except that there were additional information gathered and data gathering was done per household level. Through the CBMS, the barangay was able to see the weaknesses of their barangays and the areas that really need interventions.

Setting up the CBMS TWG. The CBMS Barangay Technical Working Group (TWG) was organized in 2003. The TWG was headed by the Barangay Captain and composed of the barangay clerk, barangay health workers, social workers, and day care workers. The barangay clerk served as the team leader of the enumerators.

Key informants in the barangay rated their municipal officials as “7” in a scale of 1 to 7. According to them, both the previous and the current Mayors were very active in implementing the CBMS. The Sanggunian Bayan was also rated as 7. Likewise, the Barangay Captain and Barangay Sanggunian were rated as “7”.

Mobilization of Resources

The Barangay Captain received help from the purok chairmen and the volunteers of CBMS. The community was mobilized easily through the cooperation of all the CBMS key players in the barangay.
The CBMS Cycle

**Data Collection.** The first CBMS survey was conducted in 2003. The enumerators from the barangay were given training on data collection by the CBMS team. The second round of survey is currently ongoing. They were given training on this by the trainors from the municipality. Data were collected by a team of volunteers from the barangay. The instruments that were used and completed by the enumerators during the data collection were household profile and barangay profile questionnaire. The enumerators had spot maps with them and used these in verifying or validating if the houses were properly located and made the necessary corrections in the spot maps. The enumerators were able to cover a minimum of 15 households per day. After covering each purok, the team leader met with the rest of the enumerators to assess the data collection process and shared experiences.

**Data Processing.** After the data collection, the enumerators manually tallied the data per purok using the purok tally sheet. The barangay data were then consolidated and submitted to the MPDC for consolidation and computerization. The enumerators were trained by the municipal CBMS TWG on data processing.

**Data Validation.** Before the consolidated data were submitted to the MPDC, the data were presented to the barangay assembly. Present in the assembly were the barangay officials, sangguniang barangay, purok chairmen, and representatives of the community.

After consolidation by the MPDC, the data were then sent back to the barangay for review. The results were then presented to the Sangguniag Barangay. The Sangguninag Barangay then passed resolutions to address the problems identified through CBMS.

**Establishment of Data Banks.** Data banks were maintained by MPDC. The barangay had no technical capability to maintain a databank for the use of the barangay. Only the barangay tally sheets served as the data sets of the barangay.

**Dissemination of Information.** The purok chairman helped in disseminating information about the CBMS to the community. Prior to the data collection, the purok chairmen explained to the local people the use of CBMS. In this way resistance and violent reactions were avoided.

The barangay also utilized the radio in informing the community about the CBMS. As a result of this information campaign, only a few problems were encountered during the actual data gathering since the information about CBMS have been properly disseminated prior to the actual interviews.

Nongovernment organizations and people’s organizations were also given orientation on CBMS so they could help explain the program to the community. People’s organizations tapped in the community were the groups of women, senior citizens, tricycle operators, and cooperatives. Business leaders were also involved in the orientation.
Planning and Project Identification. Based on the validated data of CBMS, the Sangguniang Barangay reviewed the results of CBMS. They then discussed the areas that really needed intervention and included these in their planning and project identification.

Projects Identified. Some of the projects that had been identified were the provision of school supplies to students who were in most need of support. CBMS data also showed some malnourished children in the barangay. The barangay officials provided a feeding program to those who were really malnourished. In the area of agriculture, the needs of farmers for additional planting materials had been reported to the Department of Agriculture through a barangay resolution.

Other Uses of CBMS Data. Through the CBMS, Barangay Poblacion won as the model barangay in Sta. Elena and the entire Region 5. They were able to use the data gathered through CBMS in implementing programs in the barangay.

CBMS data were also used in the preparation of the development plan of the barangay and in determining the appropriate interventions. The data set was used in determining the real needs and status of the people.

Financial Support for CBMS

The budget for the Social Reform Agenda (SRA) of the barangay was used for the conduct of CBMS in 2003. The share of the barangay in the conduct of CBMS was the payment of the enumerators which amounted to P 10.00/household. Although, the budget was not really enough considering that Barangay Poblacion is the largest barangay in Sta. Elena and covers a total of 15 puroks, with some even located in the mountains.

The Sangguniang Barangay of Poblacion continues to support CBMS since the data gathered helped them in identifying the problem areas in their barangay. The budget allocated for CBMS was P11,636.00.

Reflections on CBMS Experience

Contributions to the Locality. CBMS was a big help to the barangay. The barangay officials saw the real status and need of the community. They then based their development plans from the data gathered through CBMS. CBMS provided the barangay with the actual data which they were able to use in their intervention programs.

Preparation of the CBMS Team. The preparation of the CBMS team in the barangay to undertake CBMS was given a rating of 5. Since it was the initial conduct of CBMS in Sta. Elena, there were a lot of things they had to learn. In terms of the CBMS team’s satisfaction in preparation/mobilization efforts, a rating of 5 was given by the informants.
Facilitating Factors. Key informants believed that the support of the local officials contributed to the success of CBMS in Barangay Poblacion. Another facilitating factor was the apparent and obvious advantages of using CBMS to the local officials for their decision making. The cooperation of the local community and local purok leaders also helped a lot in the successful implementation of CBMS.

Hindering Factors. One factor is the skeptical attitude of the residents towards survey or interviews in general. Local community members expected immediate action from the local officials as a result of the survey. Other residents with businesses refused to divulge their real income and refused to be interviewed.

There were some households that were empty when the enumerators visited the houses. The enumerator had to go back again to achieve a complete enumeration of all the households.

Barangay Poblacion is comprised of 15 puroks some of which are located in the mountains and are remotely accessible.

Some enumerators lacked proper training in data collection. Some of them forgot some codes and had to go back to refer the problem to the MPDO.

Some residents had difficulty understanding the purpose of CBMS due to low level of education.

Others did not want to be bothered with their farm work.

Recommendations

Enhancing Implementation. Key informants argued for the need for the continuous advocacy for the implementation of CBMS. They also expressed the need that problems identified in the survey be properly and immediately addressed. To gain the immediate support of the community, they should be able to witness that interventions are provided to problems identified in the CBMS.

Ensuring Sustainability. Key informants were of the view that CBMS will only be sustainable if immediate action will be provided by the municipality and the agencies concerned. According to the Barangay Captain, gathering of data will be useless unless intervention programs are provided by the local government.

Improvements in the Questionnaire. The team leader of the enumerators suggested that a question regarding the anti-rabies law should be included in the questionnaire.

Improvements in the Training Modules. Key informants suggested that more training on computerized data processing be given so they can be actively involved in this activity.
THE PROVINCIAL CONTEXT

Profile

The province of Camarines Norte serves as the gateway to the Bicol region from the rest of Luzon (see http://www.nscb.gov.ph/ru5/overview/camnorte.html). It is bounded by Quezon province on the southwest and Camarines Sur on the south. Camarines Norte is composed of 12 municipalities, 282 barangays and one congressional district spread over a land area of 232,010 hectares. It had a total population of 470,654 as of May 2000, with a growth rate of 1.5% from 1995 to 2000 (see http://www.rdc5.gov.ph/camnorte/cnorte_sep.htm).

The topography of the province is generally mountainous. Farming, mining, and fishing are some of the major livelihood activities in the province. Coconut and abaca are its traditional agricultural crops. Camarines Norte is also the largest producer of pineapple (Formosa variety) in the region. In mining, it has abundant reserves of gold, iron, copper, uranium, lead, and zinc. With its long coastline, a thriving fishing industry has gained importance among the seacoast towns. Camarines Norte is a third class province based on its income classification (see http://www.rdc5.gov.ph/camnorte/cnorte_sep.htm).

In terms of poverty indicator like income greater than poverty threshold, the national average is much better than the provincial average with 71.6% for the former as against 47.3% for the latter. On the other hand, the province performed better than the national average in terms of literacy rate with 97.6% for the former and 92.3% for the latter. Employment rate is about the same at the provincial and national levels with 89.4% and 89.8%, respectively (see http://www.rdc5.gov.ph/camnorte/cnorte_sep.htm; Data on national average can be drawn from the Palawan case study).

Initiatives of CBMS Implementation

In the province of Camarines Norte, initiatives to implement CBMS came from the municipality of Labo. It was the Municipal Planning and Development Office (MPDO) staff of Labo who introduced the team of Dr. Celia Reyes to the Provincial Planning and Development Office (PPDO). The initial involvement of the province was participation in a workshop conducted by the group of Dr. Reyes for enumerators and members of the technical working group of Labo in Summer of 2003.

The province openly welcomed CBMS as a good data gathering tool. Key informants believe that the system works very favorably for them since they now have a good source of data at the community level. They related that prior to CBMS installation, their only source of secondary data were the line agencies. But these data sources were not as complete and may not be as accurate as those of CBMS.
To formalize the involvement of the entire province in CBMS implementation, Governor Jesus Typoco, Jr. entered into an agreement with the CBMS Network Coordinating team represented by Dr. Celia Reyes and the 12 municipalities of Camarines Norte represented by the Mayors on 26 September 2005. Among the objectives of the collaboration agreement are to:

1. Expand awareness of the Provincial Government of Camarines Norte on the use of CBMS for planning, program formulation, and impact monitoring;
2. Improve the analytical techniques being utilized by the Provincial Government of Camarines Norte in monitoring the effects of policies and programs of the national and provincial government on socio-economic conditions in Camarines Norte; and
3. Institutionalize the use of the CBMS instruments as tools for evidence-based planning, program design, and impact monitoring at all levels of government in Camarines Norte.

As one of its major outputs, the collaboration agreement hopes to rationalize the utilization of CBMS data at the provincial, municipal, and barangay levels as a basis/tool for the different phases of the management cycle as: local planning and design of development policies and programs; preparation of provincial, municipal/city, and barangay socio-economic and physical profiles and development plans; identification of needs and problems and appropriate responses; and project/program impact monitoring and evaluation.

Through this agreement also, the PPDO has been designated to provide technical guidance to municipalities in their continued implementation of CBMS and to regularly monitor the CBMS implementation across municipalities in the province. The PPDO is also tasked to facilitate the integration of CBMS survey in actual planning program formulation, program design, and impact monitoring activities in the province.

As indicated in the same agreement, the entire project is expected to be completed within one year, commencing in September 2005 and ending in August 2006. Major activities include training of CBMS key persons at the provincial level; data collection, processing, consolidation, and validation at the municipal level; presentation of final report in provincial planning; and planning for the next phase of CBMS implementation.

**Commitment to the Implementation of CBMS**

Because of the full support provided by the Governor to the installation of CBMS in the whole province of Camarines Norte, the interviewees gave him the highest rating of “7”, in a scale of 1 to 7. The same rating of “7” was given to the Provincial Board with regard to their commitment to CBMS implementation.

As provincial counterpart to the CBMS project, the amount of ₱300,000 was released in 2005 as supplemental development fund for the first 7 municipalities that adopted CBMS. The amount has been used to supplement the honorarium of
enumerators. In 2006, an additional ₱200,000 was allocated for the remaining 5 municipalities for the same purpose. The allocation for each municipality was based on the number of households.

Part of the money was also allocated for the traveling expenses of provincial staff who go around the municipalities to monitor the implementation of CBMS.

Potential Benefits and Contributions of CBMS

Results of the 2003 survey have not been utilized yet by the province. However, at the provincial level, CBMS is considered an important tool to generate accurate and precise data at the community (i.e. barangay) level. For the PPDC and her staff, CBMS results will definitely help the provincial executives and legislatures identify the actual needs and problems of the community as well as see the overall situation of the province giving the provincial administration a more concrete basis in preparing development plans, prioritizing projects, and releasing funds.

Plans for Localization of CBMS

The main role of the province in CBMS implementation will be the consolidation of survey data from the municipalities. They have not done this yet in the case of the 2003 survey results since only 7 municipalities have so far fully adopted CBMS, Labo and Sta. Elena being the first ones and 5 other municipalities namely Basud, San Vicente, San Lorenzo, Talisay, and Mercedes.

For data processing, 5 members of PPDO staff have been tapped to provide support. The group feels they are ready for the computerized data processing given the training provided them and the capability of the computer units available to them.

CBMS advocacy and information dissemination are a continuing activity of the provincial staff. They do this alongside their campaign for the other projects of the province and of the Office of the Governor.

As for data validation at the provincial level, the plan is to invite representatives from all municipalities to get their feedback and confirmation of the survey results. The provincial team mentioned that they had also been invited as observers in validation exercises conducted by some municipalities and barangays.

Recommendations to Improve CBMS Survey Instrument

Key informants see the need to require more specific indicators pertaining to agricultural production, specifically on land area devoted to agricultural activities and yield per hectare.

Architect Madonna Abular, the PPDC, suggested the inclusion of more indicators that focus on children welfare, not only child abuse. In particular, she wants to see
indicators that pertain to crimes committed by children or those below 18 years old. She specifically mentioned that there are instances in which crimes against persons like murder, physical injury, or rape and crimes against property are committed by children. Added to these is child prostitution. These figures obtained at the barangay level will help the province in planning and developing projects for children. This will also be helpful as they support the projects of the Council for the Welfare of Children.

CONCLUSIONS

This case study has shown what the initiative of the municipality of Labo has done to a neighboring municipality to also adopt CBMS. The initiative to install the system has even radiated to the province.

The confluence of factors as local government executives’ commitment, the technical staff’s devotion and preparation for CBMS and the community’s involvement had been able to translate to the implementation of the CBMS in the different case areas.

As designed, CBMS had been a useful tool in the different phases of management—in planning of programs/projects to respond to the needs of the community, focused targeting of areas and individuals, and in the conduct of monitoring and evaluation. The installation of CBMS had been able to save resources for those who implemented the technology because the data generated were used by different institutions and stakeholders.

The data collected had been helpful in bringing awards to Barangay Tulay na Lupa for being “Child Friendly” and for Barangay Poblacion for being a “model” Barangay. Objective data facilitated the selection of these local governments. Availability of data helped in shifting the perspective of local executives in focusing on social development rather than infrastructures.

The second round of CBMS is being awaited to witness the impact of CBMS as compared with the baseline year.

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Camarines Norte

Community based Monitoring System Network


Government of the Philippines


Labo

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2005b Sta. Elena Municipal Profile.

Tulay na Lupa
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KEY INFORMANTS

Camarines Norte
Abular, Madonna A. - PPDC
Asis, Marilyn P. - PPDO staff
Camara, Nimfa E. - PPDO staff
Cañamero, Amalia I. - PPDO staff
Joson, Florinda A. - PPDO staff
Napao, Marife I. - PPDO staff

Labo
Lagatuz, Jose Ramon - Planning Officer
Oco, Winifredo – Mayor
Pandi, Evaristo - Engineer., MPDC

Barangay Tulay na Lupa
Bilo, Amado - Barangay Kagawad
Ilan, Zenaida - Barangay Kagawad and Team Leader of Enumerators
Magana, Daisy - Barangay Secretary
Ynesia, Simeona Y. - Barangay Kagawad
Zenarosa, Alex - Barangay Chairman

Sta. Elena
Capucion, Perzen - Technical Staff of the CBMS, MPDO
Doria, Bimbo – Engineer, MPDC
Mendoza, Dominador - Mayor

**Barangay Poblacion**

Barnedo, Carmelo - Barangay Captain
Beruela, Marivell B. - Barangay Clerk
Lumen, Jessica V. – Barangay Secretary
PASAY CITY: EAGER TO LEARN FROM CBMS

Paz H. Diaz and Rhea Marie M. Cariño

INTRODUCTION

Background

Pasay City began the citywide implementation of the Community-based Monitoring System (CBMS) in March 2005. As such, it is among the youngest of the local government units (LGUs) that have so far embarked on the CBMS. Nevertheless, Pasay City officials are saying that they are learning so much from the system and are eager to use their CBMS experience to great advantage.

This study describes the process of the introduction of CBMS and its current utilization in the city. It also articulates the reflections of the key informants from this local government on what they think are factors that facilitate and hinder the CBMS implementation in Pasay City.

Prior to the citywide implementation of CBMS, the Pasay City government’s City Planning and Development Office (CPDO) pilot tested the tool in Barangay 179. Engineer Merlita L. Lagmay, the Pasay City Planning and Development Coordinator (CPDC), made this decision because she felt that the implementation of CBMS citywide was a gargantuan task and that convincing the barangay officials to undertake the approach would mean so much resistance and opposition, besides the problem of sheer numbers in the city’s population. She thought that pilot testing the approach in the most thickly populated and toughest barangays in the city would be the decisive test of success in the rest of Pasay. As she said, “If I succeed in Maricaban, I will make it in the rest of the city.” Two of the barangays in the Maricaban area, Barangays 179 and 184 are part of this report.

Methodology

Key informants came from both the city government and barangay levels so that the study could draw their impressions on the processes they underwent in setting up and implementing the CBMS. The CPDC was the informant in the city government level while the respective barangay captains were the informants from Barangays 179 and 184. A barangay kagawad from Barangay 184 was the fourth informant for the case study.

THE CITY CONTEXT

Profile of Pasay City

Pasay City is the third smallest political subdivision in the National Capital Region (NCR). It is adjacent to the City of Manila and shares a boundary to the South with Parañaque, to the northeast with Makati and Taguig, and to the west with Manila Bay, the western coast of Metro Manila.
The city comprises 18.5 square kilometers. Of this area, the city proper occupies 5 square kilometers; the Civil Aeronautics Administration (CAA) complex occupies 9.5 square kilometers, which include the Ninoy Aquino International Airport (NAIA) and the Villamor Air Base; and the rest (4 square kilometers) is a land reclamation area. Pasay is composed of seven districts divided into 20 zones, with 201 barangays (Pasay City, 2006).

The National Statistics Office (NSO) put the population of Pasay City at 354,908 for 2000. NSO reported 78,180 households in the city; and placed density at 30,488 persons/sq km. Of the city's 201 barangays, 18 are squatter colonies in which about 32,000 families are living. Nearly one-fifth of slum dwellers in Manila’s metropolitan area are in Pasay City. (National Statistics Office, 2006)

In Pasay City’s account (2004), the bulk of city residents derive their income from wages and salaries. Further, of the 290,080 income earners, 85% or 246,500 are employees of government or private firms while the rest (15 % or 45,300) are self-employed. In 2000, Pasay City had an estimated labor force of 291,800 representing 80.4% of the population. In spite of its highly urbanized character as evidenced by its numerous service enterprises, Pasay City had only 84.5% of its total labor force gainfully employed. Most of those employed worked for various enterprises, corporate firms and government agencies. A significant number of those working were self-employed (Pasay City, 2004).

Pasay City (2004) describes its economic activities to revolve around commercial trade. The service sector, which represents 76% of the city’s economic activity, continues to develop faster than the industrial sector. This is due to the limited area available for the city’s industrial expansion. Food manufacturing tops the industrial sector (20%), followed by construction activities (20%), export oriented activities (18%), manufacture of metal products (17%), manufacture of paper and wood products (11% each), rubber and plastic products (5%) and chemicals (4%). Service-oriented industries in Pasay City took the form of financial services, medical services, retail and general merchandising, recreation services, public terminals, commercial garages, professional services, personal services, utility services, and light manufacturing. In 2000, 8,461 enterprises had registered in the city (Pasay City, 2004).

Policy actions of neighboring LGUs affect the city’s economy from the view of the city (Pasay City 2004). The apparent rise in business tax collections of the city government, for example, was the result of the campaign by the Parañaque City government against Baclaran vendors who reacted by merely crossing the boundary into Pasay City. Likewise, the city has benefited from the transfer of local investors who were discouraged by Makati City’s ordinance that increased the rate of local taxes on business enterprises. On the other hand, the rising crime index that has discouraged Pasay City’s legitimate investors was a direct result of criminal elements moving into the city when Manila launched its intensive campaign against drugs and other criminal activities (Pasay City, 2004).

Pasay City (2004) attributes to the popularity of the Baclaran Church in nearby Parañaque City to have created a religious devotion that has also intensified commercial activity that has overflowed into the city. The benefits to Pasay City are in the form of employment and more
livelihood opportunities, a more robust local economy, and a rise in property values. These benefits, however, are not without the attendant urban problems such as vehicular traffic congestion, blight, breakdown of services, and an increase of urban poor dependent on the thriving economic activities (Pasay City, 2004).

CBMS in Pasay City

It all began in early 2004 when Mrs. Amelia “Nona” Londonio, who is the wife of the City Cooperatives Officer, and who is working with the United Nations Development Programme (UNDP) learned about CBMS from Mr. Nathaniel von Einsiedel, Regional Coordinator for Asia and the Pacific’s Urban Management Programme. The system appealed to Engineer Merlita L. Lagmay’s interest because all this time, she had been searching for a way to gather data from the ground to help in her planning work. She right away sensed the benefits, which she thought the program would give to the city when it has collected, analyzed, and synthesized the data yielded by CBMS. She thought, at last, that she has found a solution to her problem of gathering the right data for planning and development activities in Pasay City.

The Mayor of Pasay City himself, Mayor Wenceslao “Peewee” Trinidad welcomed CBMS into the LGU in 2004. He was among the observers during the 2004 CBMS Forum at Dusit Hotel. He then participated at the Poverty and Economic Policy Network (PEP) CBMS Forum on September 28, 2005, to present partial reports on CBMS. In that forum, when he replied how long it took him to decide on implementing the CBMS in Pasay City, he said “Five minutes!” When he learned about the CBMS in 2004, he quickly grabbed the opportunity, with the gut-feel that the CBMS program would augur well for his city (Trinidad, 2005a).

Mayor Trinidad affirmed at the 2005 PEP CBMS Forum that it had long been his desire to have reliable data at the fingertips of LGU officials to base decisions on. This desire had become an elusive dream because most of the data and information passed to the LGUs by the National Government were either second hand information or data that did not have specific references to the smaller units of government like cities and barangays (Trinidad, 2005a).

Pasay City had tried to do citywide surveys in the past but the Mayor said they failed to produce the needed results because they did not have the right mechanism and expertise to sustain the operations. The most pressing issue he felt is how local officials could deliver basic services with expediency to their constituents. Without adequate information and data, the city delivers its services in a haphazard and disorganized way (Trinidad, 2005a).

Indeed, Engineer Lagmay had previously tried to develop a database for Pasay City. In 1999, she had tried to develop a data-gathering program and even set aside an amount (about 2 to 3 million pesos) to undertake the survey but it did not take off. Her idea did not materialize and the funds she had allocated did not result in any beneficial output. Therefore, she went on in search for the right mechanism to do the survey.

Before the advent of the CBMS program, the CPDO depended on the data they were getting from their service providers. The search for a good database did not mean that Engineer Lagmay did not trust the data from the city’s service providers, neither did she think that what the
service providers were giving were faulty or bad. Engineer Lagmay, however, found that the data were mostly incomplete and this made it difficult for her to verify the information submitted. She trusted their data but could not do much with it. It meant that in most cases, the projects she undertook for the city were on shaky ground. She could not cross-match the data and therefore she had such difficulty with monitoring and evaluation. She could not evaluate the success of the programs based on the service providers’ data.

With the quick approval of Mayor Trinidad and that of the City Development Council, Engineer Lagmay felt that at last she would have a dependable database for the programs of the city. The system offered was considered comprehensive and user-friendly; what Engineer Lagmay termed “completos recados.” The framework contained everything she could hope for in the development of the right projects for the city.

Engineer Lagmay felt the need to initially pilot test the CBMS approach and she considered the most populous and most difficult barangays in the Maricaban area as pilot test areas. She said that the thought of doing it in the most difficult barangays was daunting, but as she said, “If I succeed in Maricaban, I will succeed in the entire city.” Another good thing about doing a pilot test was that the CPDO and the barangay officials could already verify the data in the pilot test area. With the results shown, it would make it easy for the populace not only in Maricaban but also in the other barangays of the city to visualize the concrete data gathered from the survey. As the people could visualize the rather abstract data, it was easy for them to relate the results to their real life concerns and problems.

The plan was to pilot test the eight barangays of the Maricaban area, with Barangay 179 as the first area. However, the CBMS cycle in the barangay took almost three months to complete – the survey ran from November to December 2004; the next month was spent in processing the data; and the validation was done until February. As the CPDO learned so much from the survey implemented in Barangay 179 where they were able to iron out many of the kinks, the City Planning Officer decided not to pilot test the rest of the barangays in the Maricaban area anymore, but to implement the survey citywide.

Hence, in March 2005, the citywide implementation of CBMS took place in Pasay City. Executive Order (EO) No. 4, series of 2005 from Mayor Trinidad directed the implementation through its CPDO with the help of the CPDC. Mayor Trinidad ordered the city officials, the residents, the barangay officials, the service providers, the non-government organizations (NGOs), people’s organizations (POs), and civil society groups to cooperate in the implementation of CBMS (Trinidad, 2005b).

Mayor Trinidad issued EO No. 5 creating the Technical Working Group (TWG) for CBMS in Pasay City. Mayor Trinidad assigned the following as members of the TWG: Atty. Ernestina Bernabe-Carvajal, City Administrator; Engineer Merlita L. Lagmay, CPD Coordinator; Mr. Rolando A. Londonio, City Cooperative Development Officer; Mr. Celso C. Rayos del Sol, City Assessor; Mr. Edwin V. David, Officer-in-Charge (OIC), Management Information Technology Services; Mr. Emmanuel M. Cinco, Officer-in-Charge, Barangay Action Center; Brother Valeriano Magbanua, Brotherhood of Christian Ministers in Pasay (BCMP); and Ms. Jingle Joyce Calunsag, Bayanihan Banking Program (BBP) Councilor. According to Engineer Lagmay, the
members of the group were active from the very beginning. Now she takes care of most of the technical aspects of the program. The members of the City TWG still meet every month to attend to the technical aspects of the program. Even if they are very busy people, they manage to attend the meetings and contribute to the technical enhancement of the program. (Trinidad, 2004)

When the CBMS approach in Pasay City began in late 2004, they had no funding available right away, since the city budget is approved a year before (in 2003). What they did then was to look for funds that were still available as it was almost the end of 2004. The Mayor’s Office supported the program with some unused funds from the Mayor’s budget and from budget of the CPDO and from the budget of the City Administrator. They were able to have funds committed in 2004 for 2005 implementation and in 2005 for the 2006 budget year.

In 2005, the Mayor reported that they were halfway in their implementation of CBMS among Pasay City’s 201 barangays (Trinidad, 2005a).

The Mayor received a perfect score of “7” in a scale of 1 to 7 with 7 as the highest score when the informant rated him on his interest and motivation in setting up the CBMS.

Preparatory Activities for CBMS

Setting up CBMS. The CBMS Network Coordinating Team has undoubtedly contributed in providing technical support in setting up CBMS in the city.

On the part of the city, the support from the City Government was there from the very start. Engineer Lagmay, had a hand in selecting all those who were to be involved in the CBMS implementation. The first individuals involved were the staff at the CPDO. They did not get extra compensation for preparing the groundwork of the program. Nevertheless, this involvement has paid off because they learned a lot from the early days of CBMS. At first, they did not want to go to the barangays to advocate for CBMS because they had this notion that people in the barangay level are difficult to deal with and are uncooperative. Their experience proved that they were wrong. They discovered that working in the field was fulfilling. They became more confident of themselves. Now, they are no longer reluctant or shy in dealing with barangay captains and other barangay level officials.

Mobilization of Resources in the City

Human Resources. The CPDO provided human resource support for the conduct of CBMS. Four staff members went for training at the De La Salle Angelo King Institute School of Economics and Business Studies on CBMS and on how to run the Census and Survey Processing System (CSPRO).

There are 17 staff members in the Pasay CPDO who are directly involved in the conduct and operation of the CBMS including Engineer Lagmay. The staff members of the CPDO mainly do coordination work with the barangay officials in the field as well as with the enumerators and data encoders. Four of them trained on the use of CSPRO, which the CBMS Network
Coordinating recommended. The four then taught the other staff members and the data encoders to ensure that the data are properly stored for use in analysis and program planning.

The staff members interviewed and selected the enumerators and data encoders. The interview process was not elaborate but it gave the office a strong hand in selecting those tasks, which turned out to be very important in the entire system. The enumerators came from the barangays themselves, and data encoders were students who were on-the-job training (OJT) and those who newly graduated from Pamantasan ng Lungsod ng Pasay.

Financial Allocation. In 2004, CBMS had no funding because the approval of the 2004 budget was in 2003. What the CPDO did was to look for some unexpended funds from their office, from the mayor’s office, and from the City Administrator’s office. This was possible because of unexpended funds left over from the 2003 budget. The city government pooled the funds together and with that, they were able to implement the beginning of the CBMS. With the pooled funds, the CPDO was able to produce money for the printing of the questionnaire and the manual as well; these were the most essential things they needed to conduct the survey and to start with the program. This money was also able to shoulder original expenses for the training of enumerators and field-testing in the Maricaban area. Subsequent budget allocation for the following years up to the present was sufficient to maintain the CBMS activities in the city. See Table 1 for the updates on CBMS spending by Pasay City.

**Table 1. UPDATES on PASAY CITY CBMS FUNDS EXPENDED January 2005 to present**

<table>
<thead>
<tr>
<th>OUTPUT</th>
<th>RESOURCES</th>
<th>EXPENSES</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Printing of Questionnaires</td>
<td>80,000 questionnaires</td>
<td>176,000.00</td>
</tr>
<tr>
<td>2 Printing of barangay map</td>
<td>201 barangay</td>
<td>4,928.18</td>
</tr>
<tr>
<td>3 Orientation of Barangay Officials</td>
<td>20 zones</td>
<td>170,000.00</td>
</tr>
<tr>
<td>4 Printing of Stickers</td>
<td>80,000 stickers</td>
<td>200,000.00</td>
</tr>
<tr>
<td>5 Training of Enumerators</td>
<td>60 trained/25 active</td>
<td>23,464.00</td>
</tr>
<tr>
<td>6 Training on data processing, encoding and map digitizing</td>
<td>10 CPDO &amp; 4 COOP Staff</td>
<td>1,550.00</td>
</tr>
<tr>
<td>7 Data Gathering</td>
<td>105 barangays / 45,011 HH</td>
<td>1,072,651.00</td>
</tr>
<tr>
<td>8 Encoding</td>
<td>83 barangays / 36,290 HH</td>
<td>196,002.00</td>
</tr>
<tr>
<td>9 Spot Mapping and Digitizing</td>
<td>16 barangays (Zone 19 &amp; 18)</td>
<td>-</td>
</tr>
<tr>
<td>10 Data Processing</td>
<td>8 barangays (Zone 19)</td>
<td>-</td>
</tr>
<tr>
<td>11 Community Validation</td>
<td>4 barangays (179, 185, 184 &amp; 178)</td>
<td>-</td>
</tr>
<tr>
<td>12 TOTAL</td>
<td></td>
<td>1,844,595.18</td>
</tr>
</tbody>
</table>

Source: Lagmay, 2005
Actual Implementation of CBMS

**Data Collection.** At first, the CPDO enlisted the help of on-the-job training (OJT) students and churched-based group as enumerators. Soon after deploying them, the CPDO realized that they could not depend on the students and the churched-based group, who were often absent and who came only when they had spare time. This was unacceptable, especially since the city was on a tight schedule for CBMS. As a result, the CPDO opened the job to anyone within Pasay City who would apply and suit the job requirements. The selected applicants had high school education, were residents of the same barangays where they would conduct the survey, and were able to collect quality data through the CBMS questionnaire. This time, the CPDO paid enumerators P20/household interviewed. Engineer Lagmay said that they found that paid enumerators and data encoders were better. The CPDO paid the data encoders P6/household data encoded. The fast ones can encode more than 50 respondents a day. Therefore, they thought that the money paid to the enumerators and data encoders was worth it.

Engineer Lagmay said that the City Government, through the enumerators, collected all the data required from all the 201 barangays in the city. The barangay officials were involved in the data collection through the assistance they provided the enumerators in locating all the households in their barangay. The barangay officials verified the maps that the enumerators received, ensured that boundaries were correct, and that households interviewed had stickers on their walls or doors. In order to ensure that there would be no repetition in interviewing household, the CPDO produced a sticker, which the enumerator would place on the door or wall of the household after the interview. The supervision came from the CPDO and the CPDO staff members. Otherwise, it would be difficult to control the data collection. The CPDO staff members were the ones who made sure that quality data were collected and that the data collected during enumeration did not go to waste. Despite that, they still had some unusable data and they were not happy about it. They had to go back to the households to clarify and clean up the data, with the help of barangay officials. Data collection in all 201 barangays in Pasay City took place from March to December 2005.

**Data Encoding, Processing, and Consolidation.** The Pasay CPDO was in charge of data processing and consolidation of data. The processing of data was simultaneously done with data collection. During the first three months of 2006, the CPDO staff dedicated their time to renewal of business permits; they needed to concentrate on income generation for the LGU. The CPDO resumed data processing and encoding only by late February and early March 2006. They are cleaning up the data and using them for analysis and other programmatic decisions.

Data encoding is computerized. The city government spent for the salaries of data encoders, trained by the CPDO staff on the proper encoding of data. The data encoders worked in the CPDO premises. Engineer Lagmay was able to borrow eight computers, four from the Department of Education (DepEd) office and four from the City Mayor’s Office, for the use of the data encoders. They did not need high-end hardware; the software could run on low-tech hardware so the CPDO did not have a hard time looking for computers that no one was using anymore. The
officers and staff of the CPDO were the ones who consolidated and analyzed the data as collated by the data encoders.

The LGU adopted the CSPRO recommended by CBMS Network. They found the program very easy to use. The CBMS-NRDB spatial database program is being used for analysis and reporting.

The CPDO will establish main city data banks as soon as the clean data are available. Each barangay then will receive a soft and a hard copy of the data in their locality. Some have computers already but others still do not, so they will need the hard copy for their files as data bank. They will update the data manually as often as needed. This will make it easier for the CPDO to verify the needs and projects of each barangay. With clean data from the barangays, the City Government anticipates it would be able to have a useful database for its planning and development programs. These programs would be rationalized properly and thus answer the true needs of the city and its people.

**Data Validation.** As of the writing of this case, data validation is complete in six barangays; the data from the rest of the barangays will still have to be verified. The validation of data on the barangay level will take place until the end of 2006 so that the second round of data collection can take place in 2007. The initial presentation of data results and analysis was to take place on March 26, 2006, in front of the entire Local Development Council, which includes all the barangay captains.

**Contributions of CBMS**

The data collection from the initial stages in the pilot areas was a good example for the other barangays to follow. When they could see what the data could do for planning and fixing the needs of their barangay, it was anticipated by the key informants that the barangays would be impressed. The city was able to get all the 201 barangays; they now have examples of CBMS results from the Maricaban areas.

Engineer Lagmay, her CPDO staff, the CBMS TWG and the barangay captains brainstormed on the kind of data they needed to collect besides those that are listed in the CBMS guidelines. They added specific concerns of some sectors such as senior citizens, persons with disabilities, Overseas Filipino Workers and teenagers belonging to the third sex. Corresponding indicators were also formulated to address concerns pertaining to each sector. See Table 2.

The idea behind obtaining information on the incidence of homosexuality and Overseas Filipino Workers (OFWs) was that there seemed to be a growing correlation between becoming members of the third sex and having parents who are OFWs. This was a speculation from the organization of pastors of Pasay who claimed that young people without a father or a mother image were prone to becoming gays or lesbians. Absence of father or mother from the family seems to be causing some socio-psychological problems among the young people.

Another negative result with having OFW in the family was the argument that the rest of the family members become so dependent on the OFW that they don’t seek jobs anymore but just
sit idle waiting for the remittances to arrive each month from abroad. All the people in the household are just waiting, if not spending or overspending the money they receive. The questionnaire also included a question on this concern. The Christian Ministry Program is active in making family members realize that they must use the money sent to them by OFWs productively and to avoid being one-day millionaires when the remittances arrive. In addition, the advocacy of the pastors was to instill in the OFWs the attitude of saving money so they are not forced to return to foreign jobs in order to keep money flowing to their families. The data to be collected regarding OFWs will be very useful for socio-psychological problems that these people will face when they return home to Pasay City.

Table 2. ADDITIONAL INDICATORS

<table>
<thead>
<tr>
<th>AREA OF CONCERN</th>
<th>ADDITIONAL INDICATORS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Senior citizens</td>
<td>1 Proportion of senior citizens being assisted by government and by NGOs (health, education and social action centers)</td>
</tr>
<tr>
<td></td>
<td>2 Proportion of senior citizens who are sick or physically challenged</td>
</tr>
<tr>
<td></td>
<td>3 Proportion of senior citizens with no one taking care of them</td>
</tr>
<tr>
<td>Persons with disabilities (PWDs)</td>
<td>4 Proportion of PWDs being assisted by government and by NGOs</td>
</tr>
<tr>
<td></td>
<td>5 Proportion of PWDs with no one taking care of them</td>
</tr>
<tr>
<td>Overseas Filipino Workers (OFWs)</td>
<td>6 Proportion of families dependent on an OFW for financial assistance</td>
</tr>
<tr>
<td></td>
<td>7 Proportion of families with OFWs without productive activities</td>
</tr>
<tr>
<td>Teenagers belonging to the third sex</td>
<td>8 Incidence of teenagers choosing to belong to the third sex due to lack of sex role models; parent/s abroad as OFWs</td>
</tr>
<tr>
<td></td>
<td>9 Proportion of individuals belonging to the third sex being assisted by government and NGOs</td>
</tr>
</tbody>
</table>

Source: Lodonio, 2005

Another negative result with having OFW in the family was the fact that the rest of the family members become so dependent on the OFW that they don’t seek jobs anymore but just sit idle waiting for the remittances to arrive each month from abroad. All the people in the household are just waiting, if not spending or overspending the money they receive. The questionnaire also included a question on this concern. The Christian Ministry Program is active in making family members realize that they must use the money sent to them by OFWs productively and to avoid being one-day millionaires when the remittances arrive. In addition, the advocacy of the pastors was to instill in the OFWs the attitude of saving money so they are not forced to return to foreign jobs in order to keep money flowing to their families. The data to be collected regarding OFWs will be very useful for socio-psychological problems that these people will face when they return home to Pasay City.

The Pasay CPDO added the concerns of senior citizens, people with disabilities, and OFWs to their questionnaire.

The City Assessor and the City Health Office also wanted to tie up their questions with the CBMS questionnaire, but this had to be abandoned halfway through the process. The sections from these offices were taking up too much time in the survey. Besides, the offices concerned
admitted that even if they had the responses, it would still take them 5 to 6 years to process the gathered data. This meant too much delay in gathering CBMS data.

Initiatives to answer some of the difficulties unveiled by the initial survey of the pilot test areas were undertaken after the analysis of the data gathered from Maricaban. The city government already tried to answer part of the unemployment problem in Maricaban by contacting Shoe Mart (SM) and other establishments that needed employees. These corporations conducted a job fair and many of the barangay residents found jobs easily from these job fairs.

Engineer Lagmay said that they would be happy to see in the second round of CBMS in 2007 if there will be reports on less unemployed people from the pilot test areas.

One unintended result was the fixing up of the boundaries between different barangays. CPDO was able to fix spot maps so that enumerators were properly guided on where they would go in the barangay. In addition, many boundary disputes were resolved amicably so that each barangay knew where they would get the Real Property Tax (RPT). Another good result was that the CPDO now has ready data to give to barangays when they ask for help, they could point to the spot on the map and the staff in the CPDO would know where exactly the barangay would need help. In the past, the barangays were not so particular about their boundaries, but today, they wanted to make sure, because they would have a share in the RPT collected in the area. Today, the size and boundaries of the barangay are important for its residents.

Another update that the CBMS was able to accomplish was the giving of house numbers to each household. Numbers are very important; before, it was quite difficult for family members to receive mail because they had no house numbers. In fact, many households would use one house number for all, and this always caused confusion among the residents. With the CBMS, the CPDO was able to ask the City Engineer’s office to provide house numbers for each household in each barangay.

Engineer Lagmay said that because of the CBMS population head count, they would be raising the issue with the NSO as to why Pasay had a negative growth rate in their recent database, -2.28, which sounds impossible. Pasay CPDO will question this and they will ask NSO if they can use the data collected through CBMS to find out if the negative growth rate in Pasay is true.

Finally, an unintended but important outcome was that the CPDO staff gained confidence and were able to go down to the barangays and become involved in the barangays’ concerns. In the past, the CPDO was only dependent on service providers to give data on the barangays. Today, CPDO staff members are confident about their data on the barangays because they have personally supervised the gathering and processing of the data.

As government workers, CPDO staff became more assertive and confident when dealing with barangay officials. Engineer Lagmay herself taught the CPDO staff the strategy of making friends with the barangay officials and the people in the barangay. Today, all the CPDO staff can approach any barangay official and discuss matters with them.
Project Plans to Respond to Basic Needs

The city and barangay officials identified the following major problems, based on the preliminary results of CBMS in the depressed areas in Maricaban: a) unemployment; b) high incidence of households below poverty threshold; c) high incidence of subsistence poor; d) high number of children not attending school; e) high number of households living in makeshift housing; and f) high number of households victimized by crime (Lodonio, 2005).

Based on these CBMS results in the Maricaban area, the Pasay City government identified the following interventions:

- **On unemployment:**
  - Satellite Barangay Employment Service Operation (SBESO), a public-private-civil society partnership on skills inventory and job generation at the barangay level shall be installed in coordination with Public Employment Service Offices (PESO), Department of Labor and Employment (DOLE), Technical Education and Skills Development Council (TESDA), Department of Trade and Industry (DTI), church-based NGOs and business community;
  - Animation Training Center, a “Train Now-Sure Job-Pay Later” program that gives hope and employs underprivileged but talented residents as professional animators regardless of age, will be created;
  - Bayanihan People’s Mart, a supermarket owned, operated by the Bayanihan savers and the network of sari-sari store operators in Pasay will be set up;
  - Employees Cooperative Canteen, a savings project that encourages all Pasay government employees to own and operate a profitable business will be initiated;
  - Microfinance Program for the Poor, a mass-based banking system to address the credit needs of the entrepreneurial poor for their micro-enterprises will be undertaken; and

- **On makeshift housing at danger areas along the Tripa de Galina Creek:**
  - The Pasay City government bought a 10-hectare land in Tanay, Rizal as a relocation site that would accommodate about 3,000 families/households.

- **On HIV/AIDS:**
  - the city government created a Local AIDS Council aided by City Ordinance that would address Millennium Development Goal (MDG) 6 concerns.

- **On MDG Localization:**
  - Pasay City integrated MDG targets into their existing programs and in their resource allocation process.

- **On improving the mores of the family:**
  - The city government realized that families have a major role in achieving the MDGs. Given the right atmosphere, families can be one of the most powerful forces in combating poverty. Therefore, Pasay embarks on localizing MDG in every family using the rights-based approach. The emphasis now is on this slogan:
“Strong family means Strong City and Strong Nation” (Lodonio, 2005 and España, 2005).

In conclusion, while poverty reduction remains to be a national concern, each LGU has the greater responsibility to carry out the policies and programs. CBMS enables the Pasay City LGU to formulate policies and programs more responsive to the needs of the people. CBMS increases the capacity to meet the challenges of improving the lives of constituents within Pasay City.

**Dissemination of Results/Data**

The CPDO has so far disseminated information during barangay meetings as well as during the City Development Council meetings. The Pasay City website is also featuring the benefits of CBMS. The digitized maps are available online so any visitor to the website can access and use the maps. Engineer Lagmay has also spoken about CBMS during seminars and workshops, especially those where other city planning officers attend. She says that she is convincing the other city planning officers in the National Capital Region (NCR) to undertake the CBMS approach and see for themselves the benefits that this technology can bring. She mused: “I want it to be that one will not be considered a full-fledged planning and development official if one does not undertake a CBMS approach in one’s locality.”

She says that Planning and Development Officers within NCR share best practices and try to make their specific CPDOs strong. She is in the process of convincing her fellow planning and development officers that CBMS is really useful and easy to implement. According to her, knowledge is power, and if the city has the right data about their constituents, they will have rational and better plans for their localities. “Your strength,” she has told them, “depends on the information in your hands.”

**A Tool for Advocacy**

Transformation of each barangay will be based on the CBMS data that they have gathered and verified. This will also boost their morale because they will be analyzing and synthesizing their own data on the barangay level. The CPDC hopes that each time something new happens in the barangay the people are able to record these and add to the database of the barangay. Engineer Lagmay hopes that they can use the data for improved analysis. The barangay officials and those interested in data construction will be able to make sense of the new data as they come in from the households in each barangay.

**Reflections**

**On the Planning Process.** The data banks for each barangay are not yet complete. These will be used for dissemination of information when the time will come. By that time, Engineer Lagmay hopes to have digitized maps shown and used during meetings. She said that the CPDO would treat the headcount as official count as far as population is concerned.
Currently, the people in each barangay are learning how to make their own socio-economic profiles, and respond to their own concerns. The barangays will see their own problems and work to solve those problems through their own initiatives. In the past, barangay officials considered infrastructure as the priority; infrastructure projects were always easy to approve and the results were easy to see. In one day, infrastructure projects can be implemented. That is not the case when collecting data. The Pasay City officials, especially in the barangay level, are realizing that they can do better than undertaking infrastructure projects all the time as they did in the past.

Members of the barangay council have a hard time imagining the data that the CBMS will collect and therefore it is sometimes difficult to convince the people in the barangay to be patient in waiting for the results of the study.

The mentality will no longer be that of waiting for the government employees in the city to initiate projects for the people. Of course, this mentality of waiting and of thinking only of infrastructure (like welcome arches on the barangay entrance) as the solution to the barangays’ problems will not be changed overnight. It will take some time for the people to change their attitudes and behavior. Nevertheless, they hope that these attitudes will change. Although the informants see that it will take years but Pasay City is beginning with their first steps, in order to ensure that a change in the old mentality will happen.

**Assessment of Preparation for CBMS.** The CPD Coordinator said that they assigned “6” to their preparation, although they are quite satisfied with the results of the CBMS. From here onwards, they are tweaking their current practices and will soon have CBMS as part of their daily routine.

In the barangay, processing will be manual because computers are not available. CPDC feels that it would be better if each barangay had a computer and had someone be in charge of the database, aside from the barangay captain. Usually, the barangay captains are very busy with other things in the barangay, especially with peace and order. Therefore, it would be good if someone who knows about using and maintaining the documents in the computer can be in charge of the CBMS database.

Engineer Lagmay emphasized the need to be spiritually directed to be able to persevere in this kind of undertaking. Without the officials seeking God for assistance, He cannot find out what the people need. She declared, “I guess this is why the pilot test area surveys were successful, because I invited God into the process.”

She also warned the barangay officials that the survey results might show negative conditions in their barangays. She said that the negative conditions on the ground are probably indicators of what the barangay officials have not done for their constituencies. If these negative conditions are reported, she said she counseled the barangay officials not to get back at the city government for the kind of data generated. She said that the barangay officials should accept the negative reports and use these as starting points for the improvement of their respective barangays. When the data on services come out, and it is negative, the barangay officials in this barangay should look at it as a means for improvement and not as fodder for putting blame on others.
Instead, they should use these negative reflections on their performance as impetus for improvement.

**Monitoring and Impact Evaluation.** CBMS data collection requires much patience and is a lot of hard work. Engineer Lagmay says that she sees the difference that is coming through the CBMS in the Maricaban area where they have done the pilot tests. Maricaban is a congested area in the inhabited part of Pasay, close to the areas reserved for the airport and other government installations. Because of this open area, the influx of squatters is difficult to halt. Today, with CBMS data, the barangay officials are able to monitor the transients and the professional squatters who easily put up makeshift shanties and to prevent them from invading barangay perimeters.

This is why, according to Engineer Lagmay, “You have to be strong when you undertake the CBMS and be convinced yourself that data gathering is important and that the data you will gather will be of immense value to your government in particular and the people in general.”

Consistent monitoring and impact evaluation are the keys to effective database maintenance and the officers of CPDO realize this. They have the commitment to enhance the program and learn from it. The elective officials appreciate these kinds of data, especially if they can literally have data at the click of a finger on the keyboard. When there is a query, Engineer Lagmay says that the mayor should be able to click the keyboard and have the answers to the questions posed by the citizens.

A major City Council will be held on March 26 at the Pasay City Astrodome, with 201 barangays represented. The CPDC will show the Council a PowerPoint presentation based on data from the surveys. The NGOs will be present, according to Engineer Lagmay; and because these people usually have many questions, she finds this good so CPDO can improve on their interpretation and presentation of the survey findings.

After they present the data on March 26, they will do another round of validation within the barangay. This will need minimal funding because the barangay officials will do it with the cooperation from their constituents. They will be able to fix their own database and to prepare socio-economic profiles for their own barangay and eventually; then they can formulate their Barangay Development Plan (BDP) based on the CBMS results.

**Training Needs.** Barangay level individuals need training on encoding and data consolidation. The barangay officials and constituents need a more extensive write-shop on how to prepare a socio-economic profile, based on the data they have collected and processed.

Other training programs were suggested: training on analysis of data, both on descriptive and correlational levels, how to perform correlation analysis, how to use the data for problem solving and decision-making, how to synthesize data from every sector on a per theme basis.

The barangays will be able to countercheck their own data against what the households have said. They can check out the gray areas and return to these areas to verify or check what the survey says.
“We need the right questions to be able to get useful answers. CBMS provides the right questions for us.”

Factors Influencing the Performance of CBMS

**Facilitating Factors.** The motivation and enthusiasm of Mayor Trinidad and the other city officials are considered number one in the list of facilitating factors. In fact, according to Engineer Lagmay, there have been times when she felt like giving up. The work sometimes felt overwhelming. Her inspiration to continue came from the city mayor and city officials who kept encouraging her during their meetings.

In addition, the CPDO finds encouragement from the barangay officials themselves who took all the effort to help in the survey and who are currently using the data collected for writing their barangay’s socio-economic profiles.

Engineer Lagmay is also finding the positive attitude of her staff as very facilitative because they are currently showing an immense sense of ownership of the data they are processing. The staff members have taken a lot of pain in ensuring that the data are cleaned up and useful for processing. The staff members help each other out when someone comes to a dead end on the data gathered and are willing to go back to the barangays for validation and verification.

The NGOs, especially the Brotherhood of Pastors in Pasay City, are also very much interested in the gathering of data and the results of data processing. They always attend meetings and ask many questions on the usefulness of the data and the answers, which the data will give to the needs of Pasay City residents. Even the imams in the Muslim zones are cooperating because they know that they are in it together with the other residents and that what would hurt one will affect everyone else in the city.

**Impeding Factors.** According to Engineer Lagmay, it is not easy to find funds for this kind of activity because its results are intangible. Most citizens prefer to act on tangible data and undertake such kinds of projects as infrastructure, arches and buildings. They would pay attention to data if these are presented to them in interesting ways. However, the question still remains as to whether or not people will change their lifestyle based on the results of a survey such as CBMS. It is never easy to fund a service activity anywhere. Pasay City is no exception.

Lack of hardware is also impeding the speed with which the barangays are able to validate and verify the data. This is also impeding the preparation of the socio-economic profile of the barangay. Besides lack of hardware, the barangay officials still do not know how to use a computer and how to connect to the Internet for data that they need.

In the squatter areas, barangay officials have difficulty convincing the people to cooperate in answering the survey and giving quality data. Another big problem is the fact that many transients are here today and gone tomorrow. Due to rapid in- and out-migration of these people, the barangay profile changes so fast within months, or even weeks. This also means that barangays need hardware to be able to track down the movement of these people on the computer using soft data.
Many residents, especially those in condominiums, are also transients who do not want to have anything to do with the survey. In addition, those who reside in condominiums and class A residents do not want to answer the survey. This means that data are also incomplete due to lack of cooperation from these residents.

Recommendations

The CBMS program is useful in a city like Pasay, which faces with so many socio-economic challenges. City officials are finding much use for the data gathered and analyzed from the CBMS.

Nevertheless, they have some recommendations, most of which will improve their own implementation of the program in the city. Among these are the following:

- Allocation of more funds especially for documentation, purchase of hardware, and training of the individuals who will document CBMS on the barangay level using computers and appropriate programs,
- Allocation of funds for Geographic Information System (GIS) mapping of each barangay,
- Improvement of e-government policies and procedures so that Pasay City officials and government workers can be more efficient in keeping and accessing data. The CDPO wishes that they do not have to start from scratch each time the Mayor or anybody else in the government or the private sector needs some data on Pasay,
- Training of barangay officials on the proper use of CBMS data and the production of updated socio-economic profiles,
- Settlement of disputes over boundaries with Parañaque City for a better picture of populations and CBMS,
- Better enforcement of in-migration rules and policies,
- Encouragement of residents in Class A areas as well as in condominiums to answer survey questions,
- Involvement of barangay residents in the validation and verification of data so that ownership will be stronger when policies and programs need to be instituted,
- Faster validation and verification process in preparation for Round 2 in 2007,
- Preparation of Pasay City’s socio-economic profile. The only document available so far is the City Land Use Plan (CLUP), which does not tackle socio-economic problems and their solutions, and
- A better profile of the city’s at-risk squatter and non-squatter areas in order to answer the concern of poverty and its inimical consequences.
BARANGAY 179

Area Profile

Barangay 179 is one of the localities in the Maricaban area of Pasay City. It has a population of 4,425, with 2,163 males and 2,262 females (Pasay City 2004). It is composed of 939 households squeezed within an area bounded by the Maricaban creek, St. Peter St., Sta. Rita St., and Sta. Cecilia St. Squatters and transients who try to eke out a living as security guards, pedicab divers, hawkers and sidewalk vendors live in the barangay; they return to their shanties at the end of a hard day’s work

The vision of Barangay 179 is to be a vibrant and self-reliant community by 2010, according to the key informant (Españo, 2005).

CBMS Process

Organizing Stage. The plan of the City Planning and Development Coordinator, Engineer Lagmay, was to pilot test CBMS in the Maricaban area, learn from the experience, and then expand the survey to other relatively easier barangays in the City. Upon learning this and realizing the benefits of CBMS, the three Kagawads from Barangay 179, who participated in the training on enumeration, volunteered their barangay as pilot test area.

The Barangay Captain, Mr. Romeo España, had initial misgivings about the approach because he thought it would mean more work for him in the barangay. As the results started coming in, his hesitation gave way to enthusiasm. He soon realized that despite all the extra effort demanded by the survey, the results would be useful for his barangay.

Setting up the CBMS Technical Working Group. A TWG was not set up in Barangay 179. The barangay officials depended on the City TWG for directions on the implementation of CBMS. The planning activities still emanated from the city government.

Local Resource Support for CBMS

The CPDO and the Barangay Council are the main local resource support for CBMS in Barangay 179. The three Barangay Kagawads who attended the training on enumeration served as enumerators together with the rest of enumerators composed of students who were on the job training (OJT) and members of church–based organizations. The main responsibility of the Barangay Captain in the CBMS implementation was to assist the enumerators who had been hired by the CPDO to conduct the survey using the questionnaires prepared by CPDO for the CBMS in Pasay City. The senior citizens of the locality helped in the analysis and verification of the data.

The CBMS Cycle

Data Collection. The CPDO, with the help of the barangay officials, informed the community residents about the survey that would be conducted in the area. The process of data collection took one month to complete in Barangay 179, from November to December 2004.
rainy weather that time made it difficult for the enumerators to interview ten households in a day, and instead only surveyed two to three households. During the survey, the enumerators were accompanied by the Barangay Tanods. They were paid P20/household interviewed.

The enumerators did not include one block in the actual CBMS data collection. This was because during the training for enumerators, the block was assigned as a study of area where the participants were deployed to survey households. Hence, the data that were previously collected by the participants of the training were just added to the new data gathered.

Some of the barangay residents were not familiar with the CBMS and its use for planning and development. As a result, some residents thought the enumerators were selling shampoo and did not agree to being interviewed. The enumerators tried their best to assure the families that the enumeration will be of help because the data that will be gathered will be used in planning projects for the barangay in particular and the city in general.

Unlike in the other localities in Pasay, the mapping or blocking system came after the survey. When the CPDO discovered boundary problems among the households that were surveyed, they initiated the idea of the blocking system in the Barangay. Hence, in the surveys that followed in other Barangays in Pasay, the CPDO made sure that blocking is done prior to the survey to ensure that all the households were included in the list of informants of the enumerators and to avoid boundary problems and disputes with neighboring barangays.

**Data Processing.** The barangay officials were not prepared nor trained to process the data when data collection was completed. Thus, the barangay submitted the questionnaires to the CPDO for the encoding of data. The data were then forwarded to the CBMS Network Coordinating Team which took charge of processing the data. The technical staff of the city were trained thereafter in order to transfer the responsibility of data processing to the city. The whole process of data processing took almost a month after the survey.

**Data Validation.** The results of the survey were returned to the barangay for validation. These were presented to the Barangay 179 residents through a general assembly, during which the senior citizens from the locality suggested for the addition of items pertaining to them on the CBMS questionnaire. This came up when the results showed that the data on unemployment was high; senior citizens who retired were counted as unemployed. They emphasized that retired people are generally unemployed but are not unproductive. The concern was documented and will be incorporated on the next round of CBMS in the area.

From the survey, the officials and their constituents were able to identify problems, as well as the specific programs that respond to these. At the time of the interview, the barangay is already in its program implementation stage.

**Establishment of Data Banks.** The CPDO keeps a copy of the CBMS survey results from Barangay 179 and just provides the locality with copies of the results. The barangay officials hope that the results will be included in the spot map of the barangay, which is currently being updated. It contains information like areas experiencing food shortage or those with makeshift housing.
Dissemination of Information. The CBMS results served its purpose of facilitating and motivating the barangay officials and residents to identify solutions to problem areas. For example, the CBMS survey results showed that unemployment rated high in the barangay. Hence, the barangay officials became more active in announcing the job fairs being carried out by various groups. Whenever there are projects that will be implemented by the barangay officials to respond to the problems that have unearthed, there are volunteers who announce to the community residents.

Contributions of CBMS.

Though Barangay Captain España had initial misgivings about CBMS, he later saw the benefits of it. He considered CBMS as a holistic way of looking at the entire barangay in order to determine its needs and problems at a glance. When he saw the initial results from the survey, he said that he realized that the barangay still has many problems that he did not even imagine it would have. There were so many things that he realized needed his attention.

The first problem he saw was that of peace and order. He did not realize before the CBMS that many households in the barangay had members that were victims of one crime or the other. He said that he thought only of beautification projects and did not know that there were households that needed help and protection from criminals in the streets. Then he also saw that there were families that did not have safe drinking water or sanitary toilets. He was able to ask for help from the Manila water network to fix the water pipes and make the water flow into the houses for the needs of the people. Another problem that he saw was unemployment, as well as the problems of single parents, which turned out to be significant in Barangay 179.

Table 3 shows the initial data that have been gathered through CBMS on Barangay 179.

Table 3. Performance of Barangay 179 based on CBMS Data

<table>
<thead>
<tr>
<th>Area/Concern</th>
<th>Indicator</th>
<th>Number</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Income</td>
<td>Households with income below poverty threshold</td>
<td>157</td>
<td>16.7</td>
</tr>
<tr>
<td></td>
<td>Households with income below food threshold</td>
<td>42</td>
<td>6.6</td>
</tr>
<tr>
<td></td>
<td>Households experienced food shortage</td>
<td>34</td>
<td>6.0</td>
</tr>
<tr>
<td>Employment</td>
<td>Unemployment rate</td>
<td>435</td>
<td>22.5</td>
</tr>
<tr>
<td>Peace &amp; Order</td>
<td>Households victimized by crime</td>
<td>71</td>
<td>1.6</td>
</tr>
<tr>
<td>Education</td>
<td>Children not in Elementary school</td>
<td>92</td>
<td>17.5</td>
</tr>
<tr>
<td></td>
<td>Students not in High School</td>
<td>125</td>
<td>37.7</td>
</tr>
<tr>
<td>Child Care</td>
<td>Infant death</td>
<td>7</td>
<td>1.0</td>
</tr>
<tr>
<td>Nutrition</td>
<td>Malnutrition prevalence</td>
<td>4</td>
<td>0.7</td>
</tr>
<tr>
<td>Maternal health</td>
<td>Maternal mortality</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>Water &amp; sanitation</td>
<td>Households without access to safe water</td>
<td>25</td>
<td>2.7</td>
</tr>
<tr>
<td></td>
<td>Households without sanitary toilet</td>
<td>12</td>
<td>1.3</td>
</tr>
<tr>
<td>Environment sustainability</td>
<td>Informal settlers</td>
<td>9</td>
<td>1.9</td>
</tr>
<tr>
<td></td>
<td>Households with makeshift housing</td>
<td>17</td>
<td>1.3</td>
</tr>
</tbody>
</table>

Source: España, 2005
From these areas of concern, Barangay 179 identified four as their priority. These areas were income, employment, education and environment sustainability.

**Response to Livelihood Concerns.** The barangay showed a high incidence of poverty and unemployment. The unemployment rate was quite high: 435 (22%) adults in the barangay had no job. The problem areas are blocks 4, 19, 26, 28, and 34. The survey also recorded 157 (16.7%) households as subsistence poor and living below the poverty threshold, with blocks 8, 28, and 34 as problem areas.

To solve the problem on unemployment, several mechanisms were undertaken. Five job fairs were conducted in coordination with PESO and private establishments for managerial/supervisory positions, as well as for staff positions e.g., hotel crew/bellboy and kitchen crew in establishments like Shoe Mart, Chow King, etc. The following consortia were also created through the legislation of two city ordinances:

1. Technical Education and Skills Development Council (TESDC), a consortium that enables and provides knowledge, skills and attitudes on livelihood, self-employment and design of effective, sustainable livelihood equipping programs, and

2. Small and Medium Enterprise Development Council (SMEDC), a consortium that enables micro entrepreneurs to participate in the actual market playing field and strengthen small and medium enterprises to sustain their growth (Españo, 2005).

On equipping and capability building, trainings were conducted such as the Training on SBESO (Satellite Barangay Employment Service Operation) on Skills Inventory at the Community Level and On-line Job Facilitation through Philjobnet in coordination with PESO and DOLE. Another was the training/workshop on Personality Development and Effective Resume Writing by Cora Dolorosa through TESDC. A livelihood seminar on candle making, food processing, flower arrangement, etc. was also provided to the barangay residents. This was in coordination with CDO Foodsphere, Inc., Pasay City Union of Cooperatives (PCUC), and TESDC (Españo, 2005).

The Bayanihan Banking Program (BBP) was established in collaboration with the City Cooperatives Office (CCO). There were about 98 respondents, majority were former and active OFWs and some dependents (Españo, 2005).

Under the OFW Family Livelihood Program, an OFW Bayanihan Savings group was created for OFWs and their dependents. This was set up in partnership with CCO and Overseas Workers Welfare Administration (OWWA) for Groceria Project, a mini-mart owned and operated by active and inactive OFWs and OFW dependents (Españo, 2005).

**Response to Education Concerns.** School participation rate (6-16 year old children) showed that 217 out of 943 children do not attend school. Problem areas identified were blocks 12, 28, and 34. The primary reasons cited for this unmet need were: the absence of birth certificates or lack of school uniforms among the children. Possible interventions to these problems were identified, namely, the setting up of a Barangay Registration Program in priority...
blocks for the issuance of birth certificates and the provision of free school uniforms for indigents by sponsors.

Various groups provided opportunities for education through scholarship programs. The St. Vincent Foundation, composed of foreign sponsors through foster parents, set up a scholarship program availed of by 100 families. The scholarship provided free tuition fees, school supplies, uniforms, and monthly allowance. The Spiritual, Physical, Educational, Cultural and Social (SPECs) Foundations, Inc., granted a daycare scholarship and provided free school supplies. Scholarship programs were also sponsored by the Congresswoman and city officials, led by the Vice Mayor, through the allocation of funds for the barangay. The Sangguniang Kabataan (SK) started a school supplies project for 300 indigent schoolchildren. Faith-based groups, like Caritas Manila, donated school supplies to 200 indigent children. Rotary Club expressed desire to help (Españo, 2005).

Response to Health and Nutrition Concerns. Various programs were carried out in the locality to improve the health situation and nutrition of residents. There were feeding programs organized in coordination with groups such as the “Jesus is Lord (JIL) Movement” and Kiwanis Club. Councilor Roxas also supported similar activities, as well as medical missions held every Saturdays. The senior residents in the barangay benefited from the medical missions especially after the issue on senior citizens’ welfare was raised during the community validation. They also gained from gift-giving missions, one of which was initiated by the Lectors/Commentators Guild (LCG) of Mary Comforter of the Afflicted Parish. Health seminars in proper caring and nutrition were conducted for mothers in association with the health center. Through the sponsorship of Councilor Moti Arceo, the City Health Office (CHO) conducted anti-dengue fogging. Anti-rabies campaign was also done with the assistance of the city veterinarian. Lastly, a new Eye, Ear Nose and Throat (EENT)/Pediatric and minor surgery clinic with three doctors was set up, providing free medicines every Saturday in coordination with Councilor Roxas (Españo, 2005).

Response to Water and Sanitation Concerns. CBMS results showed that 25 out of 939 households were without safe drinking water due to pipeline problems of Maynilad. To restore access to drinking water, the pipeline was repaired immediately (Españo, 2005).

Another concern was that 12 out of 939 households had no sanitary toilets. In order for local residents to have access to such amenity, siphoning of posonegro was conducted in coordination with the water authority in the area. De-clogging of drainage was also done by the Barangay Captain in coordination with the Engineering Office. Drainage cover was also changed to steel in order to avert flood (Españo, 2005).

Response to Peace and Order. Based on the CBMS survey, 71 of 939 households had members who had been victims of crime. The biggest number of households was reported in block 8. The crime incidences were as follows: 1) 54 – stealing, 2) 9 – hurt, 3) 3 – murder, 4) 2 – rape and 5) 2 – other crimes.

One of the solutions undertaken to prevent such problem was the cyclone fencing of the perimeter of the crime-prone bridge crossing Tripa de Gallina Creek. This was aimed at preventing criminals from using the area as escape route. Likewise, Councilor Moti Arceo
sponsored the construction of a barangay outpost along the talipapa/public market near the bridge. Setting up a spotlight along the bridge was also done to minimize criminal activities. The number of tanod volunteers increased from 12 to 17.

As a result, 17 rugby boys were apprehended and recommended for rehabilitation. The number of tambays was reduced and incidence of snatching lessened. One obstruction to the scheme, however, was the rehabilitation of damaged road along St. Peter Avenue which is fronting the church (Españo, 2005).

**Pasay’s CBMS Impact/Outcome Indicators**

CBMS has become an avenue for Barangay 179 residents for the attainment and application of new knowledge, skills and attitudes. Positive values were gained and social, interpersonal and leadership skills became evident. Furthermore, such monitoring system promoted entrepreneurial orientation and economic mainstreaming. Lastly, it facilitated quick need-solution intervention at the barangay level.

**Assessment of Preparation for CBMS**

Barangay Captain Españo felt that they needed more time to prepare for CBMS. The barangay officials could have scrutinized the questionnaire and made sure that more concerns and indicators are included in the instrument. Although this was solved by saying that the second round of survey will contain the suggested questions, the barangay official felt that if they had more time, these concerns could have been asked during the first round. Likewise, the community residents could have been informed about CBMS to assure their participation.

The barangay official also felt that the enumerators could have been the officials or residents of the barangay themselves. The enumerators came from outside the barangay and were therefore not directly involved in what was happening in the barangay. If they were from within the barangay, the enumerators would have been more sensitive to nuances from the respondents and able to probe deeper when they had doubts about the responses they received.

**Factors Facilitating/Hindering CBMS Implementation**

The support and cooperation of the barangay officials as well as that of most of the residents were facilitative factor in implementing CBMS in the barangay.

Hindering factors include budget constraints not only to maintain the surveys to be conducted in the near future but also (and even more so) to integrate the solutions into the life of the barangay and the city. Since not all data collectors came from the barangay itself, some residents did not participate in the process. As suggested, more people in the barangay need to be trained in CBMS.

The barangay officials need to conduct more constant and responsible dialogues with the constituents of Pasay City and explain to them closely the benefits of CBMS.
Impact Assessment

Barangay Captain España felt that the survey was good enough and had gathered substantial data that were very useful in the planning process and program implementation at the barangay level. It made the officials sensitive to the needs of the constituents and made them more active in bridging the appropriate solutions to the problems. The barangay captain said that in the past, he did not realize there were and somehow had his eyes closed to the problems that beset his barangay. Now he can no longer keep his eyes closed. With the data staring at him in the face he cannot deny the information. He will have to do something about these problems and work for their solution.

Recommendations

Barangay Captain España suggests that the barangay officials be trained so that getting and processing the data will not be difficult for the CPDO to handle. This will make it easier for the barangay to update, validate and verify the data. He believes that barangay officials will have a stake in what is happening, so they will be greatly interested in running and keeping the CBMS in the barangay. It will be better if they themselves conduct the enumeration rather than hiring enumerators from outside their barangay.

Finally, he recommends more support from the city government by way of funding the projects that would solve the identified problems in the barangay. He said, “Syempre support ng local government. Kasi kami OK, ma-iimplement namin pero hanggang doon lang. Pero wala kaming money para sa projects. So kailangan sila para may financial support. Syempre manganngailangan ka ng pera pag may nakita kang problema pag na analyze na ang CBMS data, kailangan may project ka, saan ka kukuha ng pera diba?” (Of course, you will need funds to implement the projects that you need to implement to solve the problems that the CBMS survey has identified.)

BARANGAY 184

Area Profile

Barangay 184 is located in the Maricaban area of Pasay City. It is close to Baclaran and the airport zones of Pasay City. People from Manila usually pass through Baclaran and portions of Maricaban to reach both the international and domestic airports.

Barangay 184 sprawls mainly along Andrew Avenue in Pasay City’s Maricaban area. It is a melting pot of migrants from many parts of the country searching for jobs in the nearby international and local airports, which are within a stone’s throw from the area. The Barangay Captain, Mr. Gregorio B. Florante, says that because of the sheer numbers of migrants, Barangay 184 is one of the busiest barangays in Pasay City today.

A report from a private sector service provider, the St. Hannibal Empowerment Center (SHEC), which is a community composed of Rogationists of the Sacred Heart of Jesus, shows that
Barangay 184 has 239 families of informal settlers with 944 people (Saint Hannibal Empowerment Center, 2006).

**History of CBMS in the Locality**

Barangay Captain Florante narrated that the Pasay City Planning and Development Coordinator, Engineer Merlita Lagmay suggested that Barangay 184 be a site for pilot testing of the CBMS. His initial reaction was positive. He thought that this was a good idea and that with the CBMS as tool for gathering data, he will be able to organize the barangay in a more systematic manner. He thought that this kind of census taking would be most useful for him in his job.

He had long wanted to get hold of concrete data such as the number and location of houses that lack sanitary toilets and drinking water, the number of children who are malnourished or are sick, etc. With the data from the survey, he felt he could easily see at a glance what the barangay needs to do to serve the people better.

The people in Barangay 184 put very little resistance to the idea, even though Mr. Florante was anxious that this would be additional work for him. Nevertheless, he was aware of the benefits of the CBMS and so now, he claims that Barangay 184 is tasting the fruits of their labor.

Barangay Kagawad Teddy Rosales added that they found the CBMS design very useful and saw the concrete benefits it would bring to the barangay. When CBMS started, the NAIA Terminal 3 was scheduled for opening and widening of the roads would take place. This meant more displaced individuals. The job openings in the new international airport terminal will draw more squatters to the area and will need to be helped in a positive way by the barangay. Squatters bring problems with them; but with the right motivation and the right attitude, the barangay can help them fulfill their responsibilities instead of being a burden to the barangay.

Other institutions that were interested in the data were the Cooperatives Development Office, the Department of Social Welfare and Development, and some NGOs. They were tapped because some data were lodged with them, too.

**Local Resource Support for CBMS**

**Manpower Resources.** Pasay City provided all the support that Barangay 184 needed to undertake the CBMS. The city paid the enumerators and the encoders. The barangay officials helped in introducing the enumerators to the households or arranging for their rest during noon breaks. They did not have to provide meals, but Mr. Florante said that every now and then, he offered soft drinks to the enumerators.

The barangay officials accompanied the enumerators when there were boundary disputes and settled these disputes in an amicable way. In addition, the barangay officials re-did the barangay spot maps to make sure that these reflected the locations of houses in an exact way.
The informal settlers were wary in the beginning. They always asked if the survey was for demolition to send them away from their settlements. This is a big barangay and there are so many informal settlers here. They have no permanent places to stay in.

**Setting up the CBMS TWG.** The officers of the Barangay 184 were the members of the Barangay TWG. The Secretary and the Treasurer in the barangay were the most helpful when it came to doing the technical things. The local barangay officials depended on the Pasay City TWG for directions on the conduct of the CBMS.

**CBMS Process**

**Organizing Stage.** As pilot test area, Mr. Florante was glad that his barangay was one of the barangays that would undertake the survey. He said that he raised his hand right away during the meeting organized by Engineer Lagmay where she discussed the CBMS for the first time. He was just a bit worried because the schedule presented was tight; but he felt that when weighed against the benefits, the sacrifice of working fast would pay off. As Barangay Captain, he knew he would have no rest from all the work.

Barangay 184 had a Memorandum of Agreement signed with the City Government. The barangay felt that the City Government helped them very much in the conduct of the survey as well as in the analysis of the results. “The City Cooperatives Development Office helped us in organizing for the CBMS,” Kagawad Rosales claimed.

The barangay officials and the enumerators were trained through seminars lasting three days in the Pasay City Planning and Development Office. Even if they were not going to collect the data themselves, the barangay officials had to know how the enumerators would perform their duty of collecting data. The barangay officials needed to learn how to do the enumeration because they will later on be the ones to have a direct hand in the validation and verification of data in the second round of surveys.

The barangay officials, according to Kagawad Rosales, assisted the enumerators by taking them to the right blocks. Each kagawad had a block and an enumerator to assist and help in managing the enumeration. It was difficult to do a hundred percent survey of the informal settlers because their numbers kept changing, especially among the transient who rented bedspace or rooms and often left without warning.

The Barangay Captain had his priorities on questions he wanted to ask, especially on peace and order, on education, and on the state of squatters in the barangay so those concerns were given priority. The barangay kagawads helped in organizing the enumerators.

**Data Collection.** The enumerators came over to the barangay center and there the Barangay Captain helped them divide the area so that they will not repeat their steps or miss anyone from the barangay. They would meet during lunch to talk things over and share experiences.
At first, the enumerators went from house to house for almost 2 weeks. The squatters could not be organized very well so the data collection extended for another two weeks.

**Data Processing.** The CPDO is currently doing the processing of the data. The barangay submitted the data to the CPDO as soon as these were collected. Encoders trained and paid by the city government handled the encoding and are currently processing the data. They are using computers with the software provided by CBMS main office, the CSPRO and the CBMS-Natural Resources Database Program. The barangay does not own a computer and therefore it was not possible for the barangay workers there to do the processing of the data.

**Data Validation.** The data from the first pass is still inconclusive and will still be verified in a second pass. So far, the list of indicators would include houses with no sanitary toilets, no safe drinking water, how many are jobless, etc. These are still partial results.

Once the data are cleaned up, Mr. Florante said that they could make copies of the results and use them for better socio-economic planning for the barangay. He said that he knows the people are waiting for this socio-economic plan already. In fact, some students have been asking for the barangay map and other plans of the barangay, because it seems to be part of their school project. The students want to know the details of the plans based on CBMS. Twice a year they hold a barangay assembly during which time they can also present the results of the survey.

At least, for 2006, the barangay already knows the projects it will undertake. The officials have prioritized the projects that they need to take care of. According to Mr. Florante, “With the CBMS data, we are sure of what we will do. We have eliminated a lot of guessing. We could see the entire scope of the barangay and that makes it easier for us to make the plans.”

**Establishment of Data Banks.** The data bank is still to be established in Barangay 184. The barangay has to get organized with hardware and software on the ground, according to Mr. Florante and Kagawad Rosales. Currently, they still depend on the CPDO to keep the data in their databank.

**Dissemination of Information.** The initial data have been disseminated through barangay meetings. According to Kagawad Rosales, the residents listened and asked questions. The purpose of the meetings was also to find any errors in the data presented. The meetings were also used to validate statistics like population, number of unemployed, and number of people with disabilities in the barangay.

The Barangay Captain shared the fact that even as of now, the people in Barangay 184 are awaiting the results of the CBMS survey. Students are already asking for copies of the Barangay Map and are eagerly awaiting the opening of the data bank on the barangay.

**Contributions of CBMS**

**Planning and Identifying Projects.** Mr. Florante was proud to say that their plans for this year, 2006, were based on the findings of the 2004-2005 survey in Barangay 184. For example, they have seen that they needed three infrastructure projects; hence, they were able to plan for
these projects properly. These projects include the paving of a road, asphalting of the basketball court, and setting up of a day care center, while purchases would include 30 chairs and other furnishings for the day care center.

“Through the CBMS,” Mr. Florante claimed, “we were able to identify which projects needed priority. We have also found that many children in our barangay need proper nutrition. We started CBMS in 2004, and in 2005, we could already see the problems. We could diagnose these problems and find solutions within the same year.”

With the re-blocking of the barangay, Mr. Florante said that boundaries were properly set. They were also able to find out among the population those who were additional or transient populations in the barangay. He claimed that many peace and order problems came from transients who would not pay their rent or who would run away with goods they bought without paying for them. Transients often committed petty crimes and it was good that the CBMS data could identify them.

An additional benefit of the survey was that the barangay households saw the need for house numbers. With the data from the survey, households will receive numbers from the City Engineer’s Office. This will make it easier for them to send and receive mail through the post office.

With the use of the stickers provided by the City Government to the enumerators, the households were identified as either squatters or household owners in the barangay. The enumerators had to interview all the households and find even the renters within these households as well as the members of their extended families.

With the re-blocking, according to Mr. Florante, the enumerators did not have a hard time finding all the households. In some places, as described in the beginning, there are no roads, you just have people right in front of your face and that is their residence already.

A good result of the CBMS is that the barangay map became an important document not only for the enumerators but for the barangay residents as well.

Other Uses of CBMS Data. Barangay Captain Florante said that CBMS data on Barangay 184 made him realize that there is a need for an elementary school in the Maricaban area so that the children will not need to go over to neighboring Villamor Airbase to study. They have to walk over a dangerous terrain to be able to get to school. Mr. Florante expressed the need for a serious study to support his plan.

Mr. Florante also found that with the CBMS data, he was able to find support for his projects in the barangay. He found it tough to keep his barangay tanods motivated in doing their jobs because of lack of financial support. With the CBMS data, Mr. Florante was hopeful that the Real Property Taxes could be adjusted to be able to improve the barangay’s funds.
Reflections on CBMS Experience

Contributions to the Locality. CBMS has contributed to the improvement of the well-being of the constituents of Barangay 184. The informal settlers feel that they are being attended to, despite their insecurity over their hold on the land. Mr. Florante said it was tough to keep them in the barangay and to help them achieve better lives to come out of poverty. He attributed to CBMS the way for him to do the right thing for his people.

CBMS data, according to Kagawad Teddy Rosales, also eliminates much of the guesswork in planning projects. He said, “Unang una kita mo mga problema ng barangay kung saan patungo, kung anu anong mga dapat iprioritize na problema. Maganda at malaking tulong siya; kita agad ang problem at di ka nangangapa.” (First of all, you can see the problems of the barangay right away. You can prioritize these problems. You eliminate guesswork.)

In addition, Kagawad Teddy Rosales mentioned that before CBMS it was like the barangay had no direction; that was because they could not see the problems then. With the data from CBMS, they can plan for the directions that the barangay should take to alleviate the problems there, whether the problems come from residents or from squatters.

The barangay officials worked on consensus building with the people and together they were hopeful in solving their problems.

Facilitating Factors. A facilitating factor is the support from the Pasay City Planning and Development Office that is always forthcoming. The Barangay Captain said that he often goes to the office to get advice and direction on what to do. He is also happy with the help the Brotherhood of Christian Ministers of Pasay is giving him. When he is very, very tired of doing barangay work, he escapes to his small farm in Batangas where after 24 hours of relaxation he regains his strength to go back to work and carry on.

The cooperation of the people, when they get to understand the reasons and meaning of the CBMS is a great motivating factor.

Hindering Factors. At present, the barangay office does not have a computer and the software that is necessary to store, analyze and report on the data. There is no one who can use and manipulate the computers, if they had any.

The Barangay Captain feels the need to be able to use the data in far better and useful ways all the time to alleviate the problems of the poor in his locality.

The work is sometimes too much for one person to do. The Barangay Captain needs some more help in running the barangay’s database. Some people still do not want to cooperate.

Recommendations

The barangay needs appropriate hardware for use in data processing and analysis. There is also a need for barangay workers who can take care of the hardware and who can use the
computers to perform the analysis of the collected data. This will solve the problem of reproduction and dissemination of materials to all the constituents of the barangay.

This means the barangay needs more funds to support the need for hardware and maintenance of the hardware.

The Barangay Captain recommends improved tracing of business establishments to help the barangay build up its funds. Commercial establishments can pay their taxes more regularly and the barangay will have its share of Real Property Tax (RPT). The barangay must make them understand that it is their responsibility to pay property taxes.

While it is clear that the government accepts the existence of slums, data gathering and programs should focus more on the provision of shelter or dwelling units and relocation projects, and data from CBMS can help in this direction.

The barangay still has to internalize CBMS as a way of life. According to Kagawad Teddy Rosales, all the barangay officers as well as everyone in Barangay 184 must be required to know more about CBMS, attend the seminars and be more involved. Some kagawads are still not knowledgeable about CBMS and so they must be prepared so that if people ask about it, they can answer properly.

**Enhancing Implementation.** The informants said the barangay should think of setting up more efficient ways to verify and to validate data. The validation should be regular and expected by the people. People who are not interested in answering the survey questionnaires should be encouraged to do so. Another problem that enhanced implementation can solve would be the collection of the proper Real Property Tax through the correct assessment by the City Assessor’s and the right collection that will follow. The increase in Real Property Tax collection will give the barangay much needed funds to enhance and maintain CBMS in the barangay.

The barangay officials can be trained as trainers or facilitators on CBMS. This will enhance their capability in making sure that CBMS will be sustained in the locality.

**Improvements in Training Modules.** According to Mr. Florante, all barangay officials need to undergo serious training programs on data analysis and correlation. He also emphasized the need for livelihood training to help people start a small business to help them find ways of overcoming their poverty. There is also need for cleanliness and sanitation in the houses of the informal settlers. Proper training will be of help here.

Value formation for the children is also paramount. The barangay as a whole should be able to support the proper upbringing of the children. The barangay officials want to use the CBMS results to improve the way children are growing up. This will ensure a better future for the barangay.
CONCLUSION

The case of Pasay City depicts the travails encountered by the City Planning and Development Office in installing the Community-based Monitoring System in an urban locality. Because of the big population of the different barangays, it took the city a year to collect data on the CBMS for the entire city. Hence, the complete cycle of CBMS installation has not yet been completed. Validation of the data will take another round, such as in Barangay 184. However, the resolve of the City Planning and Development Coordinator and the commitment of the Mayor to install the information system is unwavering.

In the two case barangays, innovations in governance to gather data had been instituted by subdividing the barangays into blocks with a kagawad being assigned to oversee the performance of the enumerators, who were mostly hired students or residents with at least a high school degree.

Indicators had been added to capture the peculiar characteristics of some groups like families with Overseas Filipino Workers, senior citizens, sex workers and members of the third sex.

Some difficulties had been encountered from middle and upper class families who were not very cooperative in providing information about their respective households. Furthermore, the influx of more slum dwellers, and the movement outside of the barangay by some dwellers, demonstrated to the barangay officials the magnitude of migration problems of the city.

While the validation process has not been completed in all barangays in Pasay City at the time of the study, initiatives to respond to some of the problems that were identified led to corresponding action by the respective barangays focused on, indicating the utility of the information system in barangay decision making.

The support of a religious group (the Brotherhood of Christian Ministers) to propagate the system has been acknowledged and appreciated by the city. The group had been instrumental in adding indicators to the information system to be able to identify families affected by having OFWs and the needs of senior citizens.

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KEY INFORMANTS

Pasay City

Alvarado, Maria – Planning Officer, March 3, 2006
Lagmay, Merlita L.– City Planning and Development Coordinator, March 3, 2006

Barangay 179

Españo, Romeo - Barangay Captain, March 3, 2006

Barangay 184
Florante, Gregorio B. – Barangay Captain, March 3, 2006
Rosales, Teddy – Barangay Kagawad, March 3, 2006
SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

Victoria A. Bautista

SUMMARY

Focus of the Study

The study focuses on three case study sites to demonstrate the mobilization for and implementation of the Community-based Monitoring System (CBMS). CBMS entails installation of a set of indicators to determine quality of life advocated to be applied at the barangay level and other local government units, by the Micro Impacts of Macroeconomic Adjustment Policies Project (MIMAP) of the Philippine Institute for Development Studies (PIDS) funded by the International Development Research Center of Canada which commenced in 1992. Subsequently, MIMAP was housed at the Policy and Development Foundation before it was transferred to the Angelo King Institute for Economic and Business Studies of the De La Salle University. CBMS is now being implemented by the CBMS Network Coordinating Team, still based at the Angelo King Institute, still funded by the International Development Research Center through its Poverty and Economic Policy Project.

The study hopes to draw lessons for policymakers and implementors at the national and local levels with respect to the improvement of mechanisms in order to address poverty. In a academic parlance, this can draw theoretical perspectives for governance of poverty alleviation.

The three case study sites are: Palawan and its two municipalities (San Vicente and Brooke’s Point) and a case barangay per municipality, New Agutaya and Oring-Oring, respectively; Pasay City and its two case barangays—179 and 184; and, two municipalities of Camarines Norte—Labo and Sta. Elena, and a barangay to represent each municipality, namely Barangay Tulay na Lupa and Barangay Poblacion, respectively.

Barangay New Agutaya of San Vicente in Palawan distinguishes itself by having benefited from the implementation of the Comprehensive and Integrated Delivery of Social Services that already implemented a set of 33 indicators, the Minimum Basic Needs (MBN). Furthermore, this national program spearheaded by the Department of Social Welfare and Development (DSWD), steered people’s organizations to participate in governance, such that identification of program plans emanate from the convergent effort not only of the local government stakeholders but also of the people’s organizations in the community.
A similar experience is also noted for Barangay Poblacion in Sta. Elena of Camarines Norte for having adopted MBN through the delivery system of the Social Reform Agenda. Hence, support for the installation of the system implies initiative of the local government unit, unlike CIDSS which provides financial support to project proposals submitted by the community in response to basic needs that are prioritized.

Both barangays (New Agutaya and Barangay Poblacion) benefited from an earlier experience in setting up a community-based information system before CBMS was introduced.

The initiatives of the two municipalities of Camarines have inspired the province to also set up the CBMS for the entire province and its installation commenced in 2005 for the entire province.

**Brief History of CBMS**

The study sites represent the initiative of various levels of local government to install the CBMS. One is by a province (Palawan); the second, by a city (Pasay); and the third, by two municipalities in the province of Camarines Norte.

In Palawan, the Governor posed the challenge to set up a system in order to systematically assess the progress of quality of life in the province that motivated a Project Evaluation Officer to seek for an efficient technology to make this assessment, and finding this in CBMS.

For the municipality of Labo, the Planning Officer attended a forum on Local Government Initiatives for Poverty Reduction in August 2002 and was motivated to advocate the methodology in his locality, after having witnessed the presentation of CBMS in Palawan. In turn, the municipality of Sta. Elena was steered by the initiative of Labo to set up CBMS in the area. After Labo and Sta. Elena, five other municipalities were also able to implement CBMS in Camarines Norte in 2003. However, implementation in 2005 was a collaborative effort of the province. Also, the other five municipalities (totaling twelve in all) implemented CBMS in 2005.

In the case of Pasay City, it was through the advocacy of the wife of the City Cooperatives Officer who got to know about CBMS and inspired the City Planning and Development Coordinator (CPDC) to install the methodology. The CPDC had earlier been concerned about the adoption of a system for assessing progress in the locality for its development efforts and immediately considered the CBMS technology.

Palawan was the first to have implemented CBMS among the case local government units, thus having the most number of cycles of CBMS conducted—2000, 2002 and 2005. The survey was undertaken practically every two years, with the exception of 2005 since the election year was in 2004 and the Governor deemed it wise to hold it in the subsequent year.
In the case of Labo, one cycle of CBMS had been completed in 2003. Another round of data collection was done in 2006, but the validation process had not been completed. In Sta. Elena, one cycle of data collection was completed a few months after data collection was started in Labo. The experience with the installation of MBN in Sta. Elena facilitated the conduct of data collection of CBMS indicators in the municipality.

In Pasay City, this was started in 2004 but was only completed in 2005 (for the entire city). In the case of the case Barangay 179, the whole cycle was completed in three months.

Scope of Coverage

Nearly all municipalities (21 in all) implemented CBMS in Palawan, except for two distant municipalities, that have sparse population. The scope of coverage of the municipalities included in the CBMS system is all barangays, although in some municipalities, sample surveys were undertaken in the second cycle of CBMS because of limited resources.

In Pasay City, all barangays were attempted to be covered by the survey.

In the case of Camarines Norte, the two municipalities which initiated the implementation of CBMS targeted all their barangays in the survey in 2003. The initiative to implement CBMS in the province in 2005 was inspired by the initiative of Labo and Sta. Elena.

Coordinative Structure

In order to oversee the implementation of CBMS in each locality, coordinative structures had been set up in each level. The most active structures in each of the study sites covered are the planning and development offices. In the province of Palawan, it is the CBMS Study Group composed mainly of the staff of the Research and Evaluation Division of the Provincial Planning and Development Office, numbering 13 in all. They impart the essence and approach of CBMS in the lower levels, and conduct monitoring and evaluation of how the local level CBMS system fares. The case of Palawan is atypical since the provincial government deploys its own staff to witness critical periods in the implementation of CBMS—data collection, processing, validation and consolidation of data. Since CBMS had been institutionalized in the province, the coordinative function is now the responsibility of the CBMS Study Group.

Likewise, in the two case municipalities in Palawan, the most active persons are two technical staff from the respective MPDOs. In San Vicente, the governing body is the Municipal Census Committee that does not only include the Municipal Planning and Development Coordinator but also the Municipal Social Welfare and Development Officer and the Civil Registrar. In Brooke’s Point, the Mayor sits in the Technical Working Group (TWG), apart from the MPDC, together with the kagawads and the
barangay captains. The one directly responsible in seeing through the operationalization of CBMS are the technical staff of the MPDC.

In Pasay City, all the heads of the different offices sit in the TWG which is headed by the CPDC.

The municipality of Labo has 11 members sitting in the TWG all affiliated with the office of the MPDC. They are more in number compared to the three technical staff of the MPDC of Sta. Elena who see through the implementation of CBMS.

Among the different barangays covered in the study, it is Barangay Tulay na Lupa that has a very creative structure since the municipality mandated each purok to be constituted for CBMS to be headed by the Purok Chairman, other purok officers, and other community leaders in the purok. The purok is expected to prepare a purok spot map which could readily indicate where the residents could be located together with a master list of households. It is also the responsibility of the Purok TWG to assist and accompany CBMS enumerators in obtaining relevant household information.

At the barangay level in Tulay na Lupa, the TWG is composed of the Barangay Chairman, the councilors, the Barangay Secretary, the Sangguniang Kabataan Chairman and the enumerators (composed of a teacher-in-charge who serves as head, and the barangay health workers or BHWs and barangay nutrition scholars or BNSs). It is suppose to regularly collect, process, validate and maintain the community-based data; prepare a summary record and report for submission to the MPDO; prepare the barangay profile using CBMS results; prepare the CBMS data board and use CBMS data in planning; and ensure the payment of P10.00 to enumerators.

In Barangay New Agutaya, the CBMS TWG which was created in 2005, is the former CIDSS TWG that functioned when CIDSS was operational. Hence, active members included not only the Barangay Captain, BHWs, and day care workers (DCCs), barangay agriculture, environment and nutrition scholars (BEANS), but also the community leaders represented in community welfare structures such as youth, women, cooperative, senior citizens and self-employment welfare association, among others.

A TWG was not set up in Barangay 179 but had the City TWG direct the implementation of the survey. In Barangay 184, the active members are the Barangay Chairman, Secretary, Treasurer and all the other officials.

In the other barangays, the active members are the enumerators among whom, a CBMS Focal Person is identified.

Commitment of the Local Chief Executives

What is the most prevalent practice to set in place the CBMS is the endorsement of the approach by the local chief executives. CBMS had been institutionalized in most of the localities through the issuance of executive directives recognizing the CBMS as a
tool to assess the quality of life in the respective local government units. For the province of Palawan, this was issued no less than by the Governor and the counterparts in the municipal study sites. In San Vicente, an executive order was issued by its Mayor and directed barangays to give a contribution of P5,000 each to reproduce the instruments for data collection. The commitment of the local executives, through the issuance of this executive directive, was matched by financial allocation for CBMS.

Some case barangays even fostered this commitment by signing a Memorandum of Agreement with their mayors to implement CBMS, such as the case in Pasay City.

There was much appreciation of the local chief executives among the localities’ key informants, because of their key executive’s appreciation to rationalize data collection for decisionmaking purposes. See Table 1.

**Table 1. Assessment Commitment of the Local Chief Executive and Local Sanggunian to CBMS**

<table>
<thead>
<tr>
<th>AREA</th>
<th>Commitment of Local Chief Executive to CBMS</th>
<th>Commitment of Local Sanggunian to CBMS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Palawan</td>
<td>7 (He talked to mayors to allocate funds for CBMS)</td>
<td>7 (Did not question allocation for CBMS)</td>
</tr>
<tr>
<td>• Municipality of SanVicente</td>
<td>6 (A bit apprehensive about giving resources)</td>
<td>6 (Formal resolutions could have been issued regarding CBMS)</td>
</tr>
<tr>
<td>&gt;Barangay New Agutaya</td>
<td>7 (Gave additional allowance to enumerators)</td>
<td>7 (Very supportive to CBMS)</td>
</tr>
<tr>
<td>• Brooke’s Point Municipality</td>
<td>7 (Sustaining the implementation of CBMS)</td>
<td>7 (They believe that concrete data are essential in the formulation of a development plan)</td>
</tr>
<tr>
<td>&gt;Barangay Oring-Oring</td>
<td>6</td>
<td>5.5 (Can show more commitment in allocating resources)</td>
</tr>
<tr>
<td>Camarines Norte</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Municipality of Labo</td>
<td>7</td>
<td>6</td>
</tr>
<tr>
<td>&gt; Barangay Tulay na Lupa</td>
<td>7</td>
<td>7</td>
</tr>
<tr>
<td>• Municipality of Sta. Elena</td>
<td>6</td>
<td>5</td>
</tr>
<tr>
<td>&gt; Barangay Poblacion</td>
<td>7</td>
<td>7</td>
</tr>
<tr>
<td>Pasay</td>
<td>7</td>
<td>7</td>
</tr>
<tr>
<td>&gt; Barangay 179</td>
<td>7</td>
<td>Did not answer</td>
</tr>
<tr>
<td>&gt; Barangay 184</td>
<td>6.5</td>
<td>6</td>
</tr>
<tr>
<td><strong>Average</strong></td>
<td><strong>6.7</strong></td>
<td><strong>6</strong></td>
</tr>
</tbody>
</table>
However, sanggunian officials were not rated as well since some of them were noted to be quite lukewarm in allocating funds for the implementation of CBMS and in apportioning the budget for projects in response to CBMS. Overall assessment tilts favorably for the local chief executive. This can be seen in Table 1 where the average assessment for the local chief executives is 6.7, in a scale from 1 to 7, with 7 as the highest mark. On the other hand, the rating for the sanggunian is 6. Ratings are not consistent for the local chief executives and the sanggunian for Barangay Oring-oring, Sta. Elena and Labo.

Consistent perfect scorers for both groups are Palawan, Barangay New Agutaya, Brooke’s Point, Barangay Tulay na Lupa, Barangay Poblacion and Pasay City.

**Preparation for CBMS**

The conduct of training for CBMS was undertaken with the assistance of the CBMS Network Coordinating Team from Manila. There was a more widescale implementation of capacity building activities in Palawan because of the commitment of the provincial government for its implementation. Trainors from the province were capacitated and in turn echoed the basic approaches and strategies for implementing CBMS. It took about three months (from January to March 2000) to cover the advocacy targeting 21 municipalities, starting with the local chief executives, and the implementers. Further, intermittent advocacies took place with the modification of indicators and systems. For instance, new computer programs such as the Census and Survey Program and the Natural Resources and Database which were instituted much later, facilitated data processing and digitalizing maps.

In Labo of Camarines Norte, orientation on CBMS was conducted on 28 January 2003 that already included the component barangays and paved the way for the Mayor to institutionalize the process, commencing on March 18, 2003 with the issuance of an executive order. Orientation was undertaken with the assistance of the CBMS Network Coordinating Team from Manila. The Team was again invited by the Governor of Camarines Norte to advocate for CBMS for all the mayors when it was decided to hold it nationwide. The CBMS Network Coordinating Team started implementation by way of training on data collection in August 2005.

In the case of Pasay City, training was only conducted for three days in 2004 and with the direct assistance from the CBMS Network Coordinating Team of Manila.

A summary of the key informants’ assessment of preparation for CBMS varies for the different localities studied. Table 2 shows that there is a close relationship between the perception of the local CBMS Teams’ perception of preparation for CBMS and the Teams’ satisfaction towards the preparation given by their trainors. The key informants gave an average rating of 5.4 in their preparation in a scale of 1 to 7, with 7 as the highest point. On the other hand, general satisfaction towards the preparation given by their trainors was rated as 5.9.
Perfect ratings of the local team’s preparation and that of the trainors was given by Palawan, Sta Elena and Pasay.

### Table 2. Preparation of the Team for CBMS

<table>
<thead>
<tr>
<th>AREA</th>
<th>Preparation of the team for CBMS</th>
<th>Satisfaction towards the preparation effort undertaken by trainors</th>
</tr>
</thead>
<tbody>
<tr>
<td>Palawan</td>
<td>7</td>
<td>7</td>
</tr>
<tr>
<td>• Municipality of San Vicente</td>
<td>5 (Need more computer to facilitate processing of data)</td>
<td>5</td>
</tr>
<tr>
<td>&gt; Barangay New Agutaya</td>
<td>5.5 (Hope to learn more in computerization of data processing and consolidation at the barangay level)</td>
<td>5.16</td>
</tr>
<tr>
<td>• Brooke’s Point Municipality</td>
<td>5</td>
<td>4.5</td>
</tr>
<tr>
<td>&gt; Barangay Oring-Oring</td>
<td>6</td>
<td>6</td>
</tr>
<tr>
<td>Camarines Norte</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Municipality of Labo</td>
<td>6</td>
<td>6</td>
</tr>
<tr>
<td>&gt; Barangay Tulay na Lupa</td>
<td>4</td>
<td>4</td>
</tr>
<tr>
<td>• Municipality of Sta. Elena</td>
<td>5 (2003)</td>
<td>7</td>
</tr>
<tr>
<td>&gt; Barangay Poblacion</td>
<td>5</td>
<td>5</td>
</tr>
<tr>
<td>Pasay</td>
<td>7</td>
<td>7</td>
</tr>
<tr>
<td>&gt; Barangay 179</td>
<td>4</td>
<td>7</td>
</tr>
<tr>
<td>&gt; Barangay 184</td>
<td>4*</td>
<td>7*</td>
</tr>
<tr>
<td><strong>Average</strong></td>
<td><strong>5.4</strong></td>
<td><strong>5.9</strong></td>
</tr>
</tbody>
</table>

* Rating given by the Barangay 184 Kagawad; no rating from the Barangay Captain

An assessment of the utility of the CBMS Training Modules was made by the key informants were exposed to. It can be seen that the average assessment for what they received was high (5.9). The localities that gave comments regarding improvement of the training modules originated from Palawan possibly because they were the ones that first benefited from the advocacies on CBMS. They expressed the need for more time to undertake training to be able to internalize such activities as encoding of questionnaires, digitizing maps, consolidation of data and data validation.

The other local government units had a perfect assessment of the training modules. See Table 3.
Table 3. Assessment of the Utility of the Training Modules

<table>
<thead>
<tr>
<th>AREA</th>
<th>Usefulness of the CBMS Training Modules in Building Capability</th>
</tr>
</thead>
<tbody>
<tr>
<td>Palawan</td>
<td>6.8 (Not enough time to absorb training on encoding—need 5 days)</td>
</tr>
<tr>
<td>• Municipality of SanVicente</td>
<td>5.6 (Need more time to internalize encoding of questionnaires and digitizing maps, and need more practice in consolidation of data and database management)</td>
</tr>
<tr>
<td>&gt;Barangay New Agutaya</td>
<td>7</td>
</tr>
<tr>
<td>• Brooke’s Point Municipality</td>
<td>5.1 (Need more confidence in encoding and digitalizing maps scoring 2.5, consolidation and database management scoring 4, and validation scoring 5)</td>
</tr>
<tr>
<td>&gt; Barangay Oring-Oring</td>
<td>4.7 (Need more time on to practice manual processing, encoding of questionnaires and digitizing maps, and consolidation of data)</td>
</tr>
<tr>
<td>Camarines Norte</td>
<td></td>
</tr>
<tr>
<td>• Municipality of Labo</td>
<td>7</td>
</tr>
<tr>
<td>&gt; Barangay Tulay na Lupa</td>
<td>7</td>
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<tr>
<td>• Municipality of Sta. Elena</td>
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<td>&gt; Barangay Poblacion</td>
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<tr>
<td>Pasay</td>
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<tr>
<td>&gt; Barangay 179</td>
<td>Did not answer because Barangay Captain did not attend the training</td>
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<tr>
<td>&gt; Barangay 184</td>
<td>7</td>
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<tr>
<td><strong>Average</strong></td>
<td><strong>5.9</strong></td>
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Key Persons Involved in Data Collection

Initial years of implementation of CBMS in Palawan tapped students to gather information from the community, under the direct supervision of the municipality. This was demonstrated in the case study barangay of Oring-Oring. It appears that the volunteers (BHWs, BEANS, and kagawad) who were tapped in the third cycle of the CBMS data appreciated the data more when they were involved in data collection. They had less appreciation of the data when these were imparted to them with students collecting information for the community.

In Barangay New Agutaya in Palawan, the experience was different because MBN data collection was already undertaken by the community volunteers, composed of
BHWS and DCCs, supervised by social welfare workers. This practice was continued on in the implementation of CBMS. In the case of the municipality of Sta. Elena, the experience in the implementation of MBN as a Social Reform Agenda area, also witnessed the support of community volunteers in the data collection of CBMS which commenced in 2003.

Like Brooke’s Point in Palawan and its corresponding case barangay, the Pasay City barangays focused on in the study, harnessed students. Furthermore in Pasay, those who applied among the residents interested to implement the survey, who were at least high school graduates, were also considered. In Barangay 179, three kagawads were also active in data collection, apart from the students.

In Camarines Norte, enumerators in the case barangays were mainly the community volunteers such as BHWS, DCCs and BNSs. In Barangay Tulay na Lupa, a barangay kagawad was designated to oversee the work of the enumerators. In Sta. Elena, the social welfare workers assisted in overseeing the work of the volunteers being a former Social Reform Agenda area.

**New Set of Indicators Included in Some Areas**

In some localities, new indicators were introduced in order to make the data set responsive to the needs of the different localities. For instance, in Palawan, information about electricity and sanitary waste disposal were included as the government deemed these needs as important for them. Other data were gathered by the municipality of San Vicente in the recent cycle such as religion, migration, marital status of household members, registration of births and deaths, and educational attainment of the members of the household. The insertion of these data sets entailed the addition P5,800 in the development of the forms by the municipality.

In Labo and Sta. Elena, information on agriculture was included in the 2006 data collection. Other municipalities also adopted this indicator.

In Pasay City, the barangays hoped that indicators on the number of senior citizens, persons with disabilities, households with members who are overseas Filipino workers (OFWs), teenagers belonging to the third sex, persons with disabilities and sex workers be included in the data collection. The barangay officials and a religious group thought it wise to include information about households with OFWs as this spurred psychological problems among their children. On the other hand, having a head count of senior citizens was important in explaining high incidence of unemployment. However, the indicator pertaining to the third sex (i.e., how many of the household members using sex workers) is not culturally sensitive.

**Remunerating Data Collectors**

Payment of data collectors varied but fell within the range of P10.00 to P20.00 per household.
In Palawan, the financial responsibility for data collection of CBMS was centralized to the municipality for the three cycles of data collection. Barangay Orong-orong enumerators received P10.00 per household from the municipality for the administration of the instrument, but were hopeful that this amount be increased.

In New Agutaya, the barangay shared in paying the enumerators, giving an additional P10 per household interviewed, apart from the P10.00 paid by San Vicente.

Palawan government in turn, shouldered the cost of training and monitoring of the other levels of local governments.

For Camaranes Norte municipalities, responsibility for remunerating the enumerators were devolved to the barangays. In Barangay Poblacion in Sta. Elena, the local government shared in remunerating the enumerators who were paid the amount of P10.00 per household interview, allocating the amount of P91,163.00 for CBMS implementation. This can also be seen in the Tulay na Lupa of Labo where the barangay shared in paying the enumerators, not the municipality. Each was given P10 per household in 2003. This was even increased to P15.00 in 2006.

Remunerating the enumerators is quite centralized in the case of Pasay City since the city shouldered the expense for data collection, paying the rate of P20.00 per interview and for encoders, the amount of P6.00 per household.

Data Processing

Data processing is highly centralized for Pasay City as the data collected in each of the barangays are tallied and consolidated by the CPDO. The city has also been equipped with computers in order to process the data and started to apply CSPRO, Simulator and NRDB. The barangays of Pasay City which had not been involved in the data processing phase expressed interest in doing this by themselves, instead of submitting the data to higher levels of the local government.

In Camaranes Norte, there was involvement in tallying and consolidation by enumerators in Barangay Poblacion of Sta. Elena, being experienced in the implementation of MBN in the Social Reform Agenda. The data set was then submitted to the municipality for collation and aggregation, although aggregation was done in manual mode yet, in the first cycle of CBMS because of the lack of computers in the earlier years of implementation of MBN and CBMS. It was only recently when the NRDB was installed that computerization is being fast-tracked.

Tulay na Lupa has also generated active involvement on the part of the barangay in collecting, processing and consolidating the data. In fact, those from the puroks had an active role in tallying the data.
In Palawan, the barangay enumerators of New Agutaya took part in this activity being experienced in tallying data as a former CIDSS barangay. The community volunteers in Oring-oring only got involved in tallying in the third cycle of CBMS when they participated in data collection.

**Computerization**

Since Palawan was the first to adopt the NRDB having a foreign advocate start the implementation of the technology in a CBMS area in the province, it has the longest experience in its application, filtering down to other levels of the local government. However, in the case of the San Vicente Municipality, the key informants expressed difficulty in sustaining the use of the computers because of the inadequacy of the computer that was only recently donated from another project. Brooke’s Point has more edge in terms of advancing its usage having a better set of computers available and having more predictable electrical supply in the municipality, although occasionally bogged down by power interruption too.

Pasay City has started processing data using the computers in its first cycle of CBMS applying both tools (CSPRO and NRDB) recommended by the CBMS Network Coordinating Team.

**Validation Process**

Validation process is a step to assess the veracity of the information consolidated regarding CBMS in the community. Among the case study sites, the most innovation in conducting the validation process was witnessed in the province of Palawan. It has adopted four models to present the information aggregated per barangay and then presented in the municipality. The first model was through the presentation of tables indicating the performance of a given barangay on the indicators assessed. In the initial cycles, this meant the use of Manila papers because of the absence of advanced technology in the earlier cycles.

The second model was to present the data on poverty and supplemented by root cause analysis of the problematic indicators, that spurred the identification of relevant programs to respond to those unmet needs which had been prioritized.

The third model was the presentation of digitized maps to enable the participants to visualize the location of selected indicators that were considered to be the most problematic.

The most recent approach was the Technology of Participation implemented in San Vicente and led stakeholders to assess the top three indicators with poor and good performance; compared top performing and poor performing puroks and barangays per indicator; presented barangays with increasing and decreasing trends in performance; asked participants to give reasons for the nature of performance; and then finally, identified the “felt needs” the barangay representatives hope to address.
Participants in the validation process normally included the barangay captains, the focal persons of the different barangays for CBMS and other stakeholders invited to witness and react to the process. For instance, in San Vicente, teachers and other local technical staff had been invited to respond to the data that were presented, and also participated in giving reasons for increasing and declining performances of selected indicators.

In New Agutaya, people’s organizations and sectoral groups actively participated in the validation process because of the wealth of experience in participatory governance in CIDSS intervention that was carried over to CBMS.

In Tulay na Lupa of Labo, puroks officials were invited in order to react to the data collected about the barangay in order to confirm if the problems identified were actually experienced by their constituents. The only issue raised pertained to the number of those living in “makeup houses” which was reportedly lower than what was generally known to the barangay. The validation process was led by the barangay officials and facilitated by the MPDO.

In Barangay Poblacion, a wider scale community participation was undertaken in the validation process as the consolidated data were submitted to a barangay assembly before being submitted to the MPDO. Those present in the assembly were the barangay officials, sangguniang barangay officials, purok chairmen and representatives of the community. This approach is reminiscent of the process undertaken in the consolidation of MBN results in the Social Reform Agenda advocacy of the community-based information system. Another validation took place after the data set was returned by the municipality to the barangay. This was done before the sangguniang barangay.

Pasay City has yet to implement the validation process in most barangays although this had been completed in Barangay 179 and became the springboard for recommending projects for the unmet needs. In Barangay 184, some initiatives to implement projects had been undertaken even if the validation process had not been completed.

**Length of Time to Implement CBMS**

It took the longest time for Pasay City to implement CBMS since it has a large population size being an urban area. The city completed data collection and consolidation in nearly a year (December 2004 to November 2005). The validation process has yet to be completed.

Palawan took about a year to complete the entire process, from data collection to validation. For instance, in Barangay New Agutaya, it took three months for data collection to be completed and two months for processing (tallying of data). Consolidation and validation were undertaken by San Vicente in about six months.
Like Palawan, Sta. Elena and Labo had about the same period to complete one CBMS cycle—3-4 months of training and data collection and 8 months for consolidation and validation.

Data Banking

Data banking is mainly the responsibility of higher level local government units beyond the barangay. Normally, copies of the aggregated data are given the barangays by the municipality or the city.

Role of Civil Society Groups

The most visible interface of civil society groups had been witnessed in the CIDSS area of Barangay New Agutaya and in Barangay Poblacion in Sta. Elena. They were involved in formulating project proposals to obtain financial support from the national government in order to finance projects in response to basic needs that they have helped in identifying. In Barangay Poblacion, the active groups are the women, cooperatives, tricycle operators and business groups.

In the case of Labo in Camarines Norte, the involvement of nongovernment organizations was visible in preparing project proposals to obtain financial support for projects which had been offered by the Peace and Equity Foundation, with CBMS Network Coordinating Team acting as the Secretariat.

In Pasay City, the visible civil society group is the Christian Ministry Program which paved the way for the adoption of indicators which affected marginalized sectors. They have seen the importance of CBMS and advocated the inclusion of the indicator on Overseas Filipino Workers and senior citizens after having seen that children are affected by the absence of their parents. Other community groups are also active in the city, such as for instance, the senior citizens, who even helped in analyzing the data generated on CBMS in Barangay 179, thus contributing to the empowerment process.

Many civil society groups participative in the implementation of projects in Barangay 179 such as St. Vincent Foundation which set up a scholarship program and Caritas, which donated school supplies. This has eased up the burden of development on the part of the local government.

Governance Innovation

In Palawan, what could be considered an innovative initiative is the introduction of Participatory Impact Assessment. This was conducted in 1992 in four barangays introduced to the CIDSS and noted for the participatory approach in setting up the community-based information system. The set of indicators is composed of an assessment of 1) impact of CIDSS on empowerment, 2) impact of CIDSS on poverty alleviation, and 3) cost effectiveness of CIDSS. The 14 CBMS indicators were used to assess performance on human development indicators.
Palawan was also inspired to divide the province into zones for planning purposes (earlier six, now eight), highlighting the peculiar economic, physical and cultural characteristics of a group of municipalities. For instance, fishing rich localities had been grouped together separate from farming localities.

Labo in Camarines Norte can be acknowledged also for having introduced innovative mechanisms in order to conduct data collection more expediently. One is by presenting a letter of introduction of the enumerators to every household that was signed by the Mayor. Another was to subdivide the municipality into eight districts with each composed of clusters of barangays with a member of the Municipal TWG assigned to oversee the implementation of the CBMS in each area.

In Sta Elena, mandating the preparation of spot map and master list of households per purok is a helpful strategy that facilitated the identification of the households by the enumerators.

In two barangays in Pasay City, the localities were subdivided into blocks, totaling 34 in all for Barangay 179 and 11 for Barangay 184, for ease in administration of the instruments by the enumerators and supervision by the CPDO. Each enumerator was under the supervision of a barangay kagawad, designated by the CPDC as her representative. In Barangay 184, stickers were also put on the households that have already been surveyed to avoid administering the instrument for the second time. House numbers were also issued facilitating detection of new households in the locality.

**Data Dissemination**

In order to disseminate information about the adoption of the CBMS technology in each local government unit, there were efforts to disseminate the utilization of the approach in each level of local government. The most common approach is the conduct of meetings to diffuse the information, often conducted in a local development council meeting.

However, other initiatives were made by some localities in order to disseminate the information on the use of the technology. A prominent initiative was the formulation of a Human Development Report by Palawan, which was published in 2000, immediately after the CBMS data were collected. The data were also used and publicized in the Socioeconomic Profiles of other LGUs. These were seen in the case of the municipalities of San Vicente and Brooke’s Point.

In Pasay City, the reliance on CBMS approach had also been posted in the website. The use of digitized maps was inspiring to the barangays who saw the technology for the first time and had appreciation of the problems they are encountering.

In Labo, Camarines Norte, a quarterly publication is issued called *Balingtataw*. Developments on CBMS are also aired on the radio every Saturday from 8:00 a.m. to 9
In the urban barangay of Poblacion in Sta. Elena, radio has also been resorted to as an alternative in order to broadcast developments on CBMS.

A locality which started with the MBN information system also adopted more community-based meetings and technologies such as the conduct of community assemblies to discuss the results of the survey and the installation of purok spot maps in New Agutaya in San Vicente.

In the province of Palawan and the two case municipalities, sharing of information with researchers, private sector and civil society groups has been done. Pasay City CPDO hopes to do the same thing too, after it has completed the full cycle of data collection and validation for the entire city.

Because of the long experience of Palawan in the implementation of CBMS, it has been instrumental in imparting and disseminating the contributions of CBMS to other publics in different fora conducted by the CBMS Network Coordinating Team and by other institutions, such as the National Anti-Poverty Commission. It has also been a favorite site for visitation by many different stakeholders, and therefore contributes to the publicity of the utility of the CBMS approach.

Annex A provides a summary of the Best Practices demonstrated by each local government unit studied that facilitated the implementation of CBMS in the different localities.

Contributions of CBMS

CBMS undoubtedly contributed to the improvement of governance of poverty alleviation in the different local government units considered in the different case studies. For one thing, it made a remarkable improvement in the conduct of planning process in the local government units that adopted it. The basis of the formulation of plans hinged on the indicators that were not met and aided in identifying projects or interventions that could be adopted in order to respond to the unmet needs.

Second, in the planning process, CBMS steered the identification of areas or individuals that were prioritized in the delivery of the projects or goods in order to uplift the condition of areas and families that had marginal status. In other words, focused targeting intervention had been made feasible, such as for instance, identifying who were considered to be PhilHealth beneficiaries in Brooke’s Point or beneficiaries of the Educational Assistance Program in Barangay Poblacion. In Pasay City, setting up CBMS had been helpful in identifying the in and outmigration of people in the locality. Since the enumerators put numbers to the houses in preparation for the survey, the rapid change in the total population was an eye opener for each barangay captain.

Third, in the planning process, case study sites had been aided in the identification of unmet needs that had to be prioritized, since resources were not adequate to respond to all needs. They were often based on the urgency and magnitude of the problem
witnessed, such as targeting what areas could be extended support for electricity in Barangay Oring-oring, which they thought affected many other indicators.

Fourth, in the planning stage, other plans expected to be accomplished by local government units were aided, such as the preparation of land use plans.

Fifth, in barangays which had been adequately prepared for participatory governance among community members, such as the case of CIDSS in New Agutaya in San Vicente and the Social Reform Agenda area in Poblacion of Sta. Elena, more community involvement was witnessed in the preparation of community development plans.

Sixth, in the monitoring/evaluation stage of management, decisionmakers had been assisted in their reflection of the reasons why some indicators improved while others deteriorated. Appropriate measures were crafted resulting from these reflective exercises, which had been witnessed in the case study sites in Palawan, having three cycles of CBMS.

Seventh, CBMS had been a credible instrument to generate resources since rational data were provided to signify what indicators need to be extended support.

Seventh, the fact that the indicators of CBMS were multidimensional, the use of the technology spurred various technical staff to respond to the problems in a convergent way. Making decisions came about through team discussion and reflection.

A contribution of CBMS to those involved in the community was the feeling of “affiliation” and “ownership” of the information that they helped in generating. Furthermore, the visibility of the data in the community steered the members to do something about their condition, and not only to wait for government to respond to their needs. CBMS has also brought about confidence on the part of the technical staff because they were hinging their decisions on solid and reliable data.

Another consequence of CBMS is the savings in resources for gathering information. The availability of data on various sectors helped the different technical people in conducting separate data gathering activities.

Furthermore, the availability of data had been helpful for some local government units to earn recognition—Child-Friendly Barangay for Barangay Tulay na Lupa from the municipality of Labo and the province of Camarines Norte and Best Barangay for Poblacion awarded by the province and the region.

**Facilitating Factors**

There is consensus in considering the key role of the local chief executive as instrumental in the implementation of CBMS. This is demonstrated by the issuance of executive orders to institutionalize the application of the technology.
Furthermore, the commitment of the local technical staff has also spelled the difference. Their unrelenting energy to undertake CBMS serves as an inspiration to other stakeholders in the application of the approach. Having well-trained staff is considered a plus factor in the implementation of CBMS acknowledged in San Vicente.

Support of civil society groups like nongovernment organizations have been mentioned by some local government units, like a religious organization in Pasay City. Community groups were also cited by New Agutaya, enabling the community members to identify and “own” the process in selecting projects to respond to the unmet needs.

Community cooperation is particularly cited by Barangay 184 in Pasay City, Sta Elena in Camarines Norte, and in Palawan, as another facilitating factor.

Some key informants acknowledge the contribution of the sanggunian by instituting measures to support CBMS such as in Labo and Sta. Elena of Camarines Norte.

Most of all, there is general acknowledgment of the contribution of the CBMS Network Coordinating Team in Manila.

**Impeding Factors**

Lack of funds was one of the issues raised in the implementation of CBMS. This was pointed out by a key informant in Pasay City. In the case of Palawan, the difficulty of some municipalities to raise funds for CBMS was also raised, although the two municipalities focused on, Brooke’s Point and San Vicente, committed resources for CBMS.

Funds to undertake projects to respond to problems are considered critical in building the confidence of the people on CBMS. Collection of data was not enough to solve unmet problems but the allocation of funds for projects to solve unmet needs. While some localities prioritized some needs according to their capacity, the problem of poverty takes a long time to resolve since building capacities of people to be productive and self-reliant can not be easily addressed.

More computers are needed in some of the localities like Pasay City, Labo and San Vicente. Hence, shifting to computerization cannot be fast tracked.

In Pasay City, the unwillingness of some barangay captains to set up CBMS was mentioned by a key informant.

Lack of ownership of the process was cited by Barangay 179 because data collectors who were not directly involved in local development efforts, were paid to gather data. They expressed interest in having local volunteers and officials participate.
in data collection process since they are the ones directly involved in local development activities.

Lack of confidence to implement the data collection and consolidation processes was particularly cited by key informants from Labo and Barangay Poblacion in Camarines Norte.

In the case of Tulay na Lupa, key informants claimed that they did not have enough personnel to implement the technology, that could help in fast tracking its implementation.

One of the difficulties with respect to gathering information about the indicators is obtaining the income profile of the households and of makeshift housing. Of significance is the fact that those who mentioned the difficulty on income originated from urban centers like Barangay 179, Tulay na Lupa in Labo and Barangay Poblacion in Sta. Elena. Some residents were not truthful about giving their income because of taxation reasons. Regarding makeshift housing, it was Tulay na Lupa that expressed need for clarification on this indicator since the enumerators had difficulty deciphering what was considered makeshift or not.

In urban localities, there was also difficulty in obtaining the cooperation of households in middle or upper class dwellings. This was the experience in some barangays of Pasay City.

Some households were not at home during the data gathering process and necessitated the enumerators to return for the administration of the instrument. This was the experience in Barangay Poblacion.

Some households are also inaccessible making it difficult for the enumerators to administer the instruments. This is the experience of Barangay Poblacion, New Agutaya and Oring-orin. Hence, in New Agutaya, some enumerators feel that the allowance being given to them for travel is not enough.

There was also the problem of dealing with households with low education so the enumerators had extra effort in drawing information from them, as pointed out in New Agutaya and Barangay Poblacion.

Pasay City cited the influx of slum dwellers and the outmigration of some dwellers which made it difficult for the pilot barangays to peg the population size.

**Recommendations of Key Informants**

Recommendations of key informants to enhance the implementation of CBMS include the following: one is the need for technical orientation on the use of computers. This was expressed by Pasay City and New Agutaya.
In Pasay City, there was expression of need for more nongovernment organizations to be involved in advocating for and in the implementation of CBMS.

There was interest on the part of some barangays to have a direct hand in the implementation of CBMS such as involvement in processing data by Barangay 179 and collection of data in Barangay 184.

There is a feeling on the part of some key informants about lack of full appreciation of the technical requirements and processes in CBMS. They have recommended barangay officials be trained, expressed by key informants of Barangay 184, Sta Elena and New Agutaya.

Because of the inadequacy of barangay resources, Barangay 179 hopes to obtain more financial support from the city in the implementation of CBMS.

In Barangay 179, they hope to get more support from the community for its successful implementation.

In Labo and New Agutaya, key informants hope to have exclusive use of computers and to have more computers, respectively. In Labo, key informants hope that full time staff be designated for CBMS implementation.

A common concern is the need for more resources for implementing services to respond to the unmet needs. This was expressed by Labo, Barangay Poblacion and San Vicente. In Sta. Elena, they feel they could network with funding institutions with CBMS data on hand.

Sta. Elena agrees that CBMS survey be undertaken regularly, like every three years.

The role of the sanggunian has been stressed by the Province of Palawan. Key informants hope that more budget can be allocated by the different municipalities for CBMS.

In San Vicente, there was a concern about the need to clarify the meaning of makeshift housing.

For inaccessible areas like in New Agutaya, there was hope for transportation being provided to access them.

In Oring-oring whose enumerators only obtained P10.00 per household, they hope that an increase be made in remunerating them.

In San Vicente, the informants see the need for retaining the indicator on electricity.
Further, in Palawan, there is a concern about the need in defining income as one of the indicators of poverty. The key informants believe that the cut-off mark for poverty has not considered other sources for the sustenance of the family, which is why Palawan always obtains a low performance in terms of poverty.

Training Needs

A common expression of concern is the need to be trained in data consolidation and data analysis. This was aired by key informants of Pasay City and in Barangay 184. In Barangay Brooke’s Point, this matter was also expressed.

For the province of Palawan, they hope to be trained on technical writing and the use of information technology. This was also reiterated by San Vicente key informants who hope to have more orientation on CSPRO and NRDB.

For community volunteers, it was expressed by key informants from New Agutaya that participatory perspective be honed to make them appreciate its value in development process. Furthermore, training on leadership is advocated for the volunteers, purok leaders, and officers of the community welfare structures to develop them become more dependable leaders.

Impact of CBMS

On the whole, the impact of CBMS on the community can only be witnessed in Palawan because it is the only one with three cycles of CBMS and allows for comparison during the baseline year and in the recent data gathered. Seven indicators in CBMS have consistently improved for Palawan over time.

In the case of the municipalities and the barangays in the case study sites of Palawan, there were improvements on the indicators targeted in the planning process. However, it is possible that the dire need for resources prevented them to demonstrate overall improvement since many of the indicators had not been targeted. However, Barangay New Agutaya performed better than the municipality in general.

Impact of CBMS in governance can be seen in areas where the full cycle had been in place as data had been used for decisionmaking, indicating rationality in their approach in prioritizing programs and projects.

CONCLUSION

The role of CBMS is remarkable for those that included the technology in decisionmaking, as identification of projects and target beneficiaries were based on objective criteria and dissipated the potential for focusing on the basis of personal inclination by local officials.
Reliance on CBMS has made a substantial impact on some localities which have used the data for prioritization, particularly for Palawan and the other local government units focused on in the province. Indicators which had been targeted improved in terms of condition in the population, although the lack of resources for some localities led to poor performance for some indicators which had not been targeted.

The common denominator in the successful implementation of the CBMS is the commitment of the local chief executive in the implementation of the process, the dedication of the technical staff, as well as the cooperation of the community. The role of the local sanggunian can still be further enhanced as financial allocation for CBMS hinges on the endorsement made by this body.

A feeling of “ownership” of the process is noticeable in localities which took part in data generation and data consolidation. This facilitated the utilization of the information in targeting and planning.

Furthermore, noticeable is the remarkable involvement of community leaders in CIDSS area such as New Agutaya.

There are still areas for improvement in the implementation of CBMS in some of these localities that could enhance the implementation of CBMS, if addressed.

Differences in the implementation of CBMS in urban and rural areas were witnessed. Pasay City has a bigger population compared with municipalities and therefore takes a longer time to complete the cycle. Furthermore, urban people have more resistance to participate in the data collection process, particularly on the part of middle and upper income families.

RECOMMENDATIONS

For the CBMS Network:

1. There is a need to clarify indicators on makeshift housing which have caused confusion on the part of some localities.

2. There is a need to ensure that the indicators be presented consistently—either in positive or negative way, for ease in interpretation and for summary profile of a locality to be made, similar to what the Human Development Index applies.

3. There could be a need to supplement CBMS with participatory technology or demonstrate how it works by showcasing local government units which adopted the approach, such as those which started with CIDSS, or similar interventions. The advocacy for CBMS can be strengthened by infusing the capability building activities with participatory governance.
Even community members themselves can be oriented on the value of people participation in governance to be able to effectively participate in local development. Hence, community organizing is an intervention that can be considered in setting up CBMS to be able to harness community groups to be involved in key decisionmaking processes—in validating the priority areas or individuals to be targeted, in identifying the projects to respond to the unmet needs, in identifying what community members can do to implement projects and participating in the assessment of how their CBMS has fared over time, to help identify appropriate interventions for problematic indicators.

4. Technical preparation can be improved for data consolidation, data analysis and the use of the computers for CBMS implementation, giving more consideration to the profile of the participants.

5. Seeking out sources of support to improve the computer hardwares available in the community has to be made. Training on resource generation could be an additional skill that may be provided the CBMS implementers. There can be more advocacy with the national government and foreign funding institutions to consider CBMS model as an approach by providing fund support to local government proposals that use CBMS.

6. There is a need to map out differential advocacy for local government units that have to deal with urban middle and upper class households and localities which have community residents with low education who are slow in appreciating the importance of CBMS and understanding the information being gathered.

For instance, in urban middle and upper class areas, teachers or students may be hired to conduct the survey. A letter of introduction from the Mayor could help in introducing what CBMS is all about and certifying the enumerator’s identity. Advocacy may be done through mass media in order to obtain the cooperation of this group.

For household respondents who have low educational attainment, more time could be allotted to explain what the instrument is all about.

For localities whose respondents are literate, the instrument may be filled up the respondents. The enumerators should review the responses to capture doubtful information provided by the respondents.

7. More time is needed by community volunteers to appreciate and internalize the CBMS process but it is recommended that they be the ones tapped since they are more knowledgeable of the community, unlike students who may not see the direct implication of the data they collect. There could be immediate appreciation of the use of CBMS data among community volunteers since they are the ones who interface with the households. Furthermore,
community volunteers are more familiar with household residents and could easily detect the veracity of the information provided to them. The exception could be areas where middle and upper class families are predominant, and therefore, teachers and students may tapped.

8. More advocacy may be conducted to academic and training institutions undertaking orientations on poverty alleviation to consider the indicator system as a tool for decisionmaking. Showcasing CBMS in their training and academic programs can be made, to reinforce the potential of the technology to their participants.

9. The link-up with the Department of the Interior and Local Government can be sustained to harmonize its methodology and platforms advocated for community-based information system with that of CBMS, to avoid confusion among the local government units. While the DILG is currently taking the lead in conducting training for LGUs using CBMS in some localities, the results of these can be documented and demonstrated to other LGUs for them to replicate.

10. Researches contrasting CBMS and DILG managed system for installing the Core Local Poverty Indicator Monitoring System can be undertaken to witness the areas of strengths and weaknesses of each other. Defining their convergence points and differences can aid decisionmaking in the interface of the two methodologies.

11. Because of the numerous number of localities that will still have to be reached, other options in learning can be made to inspire the application of CBMS such as the utilization of technologies in distance learning. For instance, instructional materials in CD form and self-instructional manuals can be formulated. Linking up with educational institutions applying distance learning technology can facilitate the preparation of materials and the certification process to acknowledge the local officials which had been able to complete requirements to prove their competencies. Teleconferencing can be installed to link up technical experts from Manila and those from local government units to lessen the cost in mentoring.

At the local level:

1. There could be more advocacy on the part of focal persons in CBMS to link up with the sanggunian to ensure their financial support for the installation of the system and the prioritization of needs that have to be addressed.

2. Initiative on the part of the local government unit to generate resources to support the programs they have identified responsive to CBMS data can be encouraged by focal persons.
At the national level:

1. There can be a revisit on how the cut-off mark for the poverty threshold is set. From the Palawan experience, it was suggested that the other sources for sustenance that can be non-economic in nature be considered in defining the poverty threshold. For them, it is not enough to consider income alone for they feel there are sources of food which are not bought that are able to sustain their daily needs and therefore could make them improve incidence above the poverty threshold. While consideration of non-bought food is factored in the estimation of the poverty line, this is done at the regional level.

2. There should a concerted effort among different stakeholders at the national level to recognize and consider local government proposals that utilize community information system, like CBMS, to be assured that the bases for making decisions draw from and reflect the community needs. In turn, award-giving bodies (i.e., Galing Pook) can consider as a criterion of good performance, localities that are able to provide information about their quality of life using community information system.
<table>
<thead>
<tr>
<th>AREA</th>
<th>Best Practices</th>
<th>Contribution/Implication</th>
</tr>
</thead>
<tbody>
<tr>
<td>Palawan</td>
<td>Organized CBMS Study group into teams to assign them to zones in conducting trainings, monitoring, validation and consolidation</td>
<td>Contributed to ease in supervision</td>
</tr>
<tr>
<td></td>
<td>Provided financial support for setting up CBMS and institutionalized for entire province</td>
<td>Given impetus to CBMS</td>
</tr>
<tr>
<td></td>
<td>Tested four models in conducting validation workshops (i.e., table presentation, root cause analysis, digitalized maps and Technology of Participation)</td>
<td>Enabled the CBMS Study Group to assess more effective strategy</td>
</tr>
<tr>
<td></td>
<td>Conducted Participatory Impact Assessment</td>
<td>Was able to define implication of participatory approach in governance</td>
</tr>
<tr>
<td></td>
<td>Prepared Human Development Report for Palawan using CBMS Data</td>
<td>Propagated the contribution of CBMS</td>
</tr>
<tr>
<td></td>
<td>Subdividing the province into zones to capture terrain and economic activity, and depicting performance using CBMS data</td>
<td>Facilitated planning activities</td>
</tr>
<tr>
<td>Municipality of SanVicente</td>
<td>Used the Municipal Census Committee to serve as the coordinating body for CBMS—involved not only the MPDC but also the MSWDO and the local civil registrar</td>
<td>Gave credence to CBMS</td>
</tr>
<tr>
<td></td>
<td>Allocated resources for data collection in the first two cycles until it was localized to the barangays in 2005, involving the volunteers in 2005 instead of depending on students who were deployed in the first two cycles</td>
<td>Gave the barangays more affinity with the data when they collected the information themselves and had the opportunity to validate information provided by the people since they have direct interaction with them as volunteers</td>
</tr>
<tr>
<td>Barangay New Agutaya</td>
<td>Sustained the participation of community welfare structures</td>
<td>Sustained the empowering process</td>
</tr>
</tbody>
</table>
composed of various sectors and people’s groups which were active in the implementation of the Comprehensive and Integrated Delivery of Social Services; volunteers were active at the outset in the data collection process and sustained this with CBMS  

| Barangay gave counterpart funds to support the enumerators | Made the enumerators happy for the additional incentives given to them |
| Computerization of data | Facilitated processing of data |
| Relied on the volunteers in the third round of the survey | Gave the volunteers more confidence |
| Prepared spot maps of malnourished children using CBMS data | Facilitated targeting and monitoring improvement |

Camarines Norte  
- **Municipality of Labo**  
  Issued a letter of introduction to every household to introduce the enumerator, signed by the mayor and Dr. Celia Reyes  
  Subdivided the municipality into eight districts with clusters of barangays with a member of the MTWG assigned to oversee CBMS implementation  
  Quarterly publication of Balingtataw depicting the activities on CBMS and on-the-air time for CBMS every Saturday  

- **Barangay Tulay na Lupa**  
  Puroks prepared spotmaps and masterlist of households  
  Processing done at the barangay level with no extra incentives  

- **Municipality of Sta. Elena**  
  Involved sectoral leaders in the validation workshop through the conduct of a general assembly  
  Gave sense of identification by community participants with the process and involvement in decisionmaking
<table>
<thead>
<tr>
<th>Barangay Poblacion</th>
<th>Sustained the gains from the implementation of Social Reform Agenda where MBN was applied that involved volunteers</th>
<th>Made advocacy much easier and cost efficient for CBMS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Barangay Poblacion</td>
<td>Enumerators also helped in tallying the data</td>
<td>Made enumerators identify with the information and facilitated planning process</td>
</tr>
<tr>
<td>Passay</td>
<td>Involved sectoral leaders (i.e., women, senior citizens) cooperatives and tricycle drivers to help in disseminating about CBMS</td>
<td>Facilitated information dissemination</td>
</tr>
<tr>
<td>Passay</td>
<td>Used radio as a venue to disseminate about CBMS</td>
<td>Facilitated information dissemination</td>
</tr>
<tr>
<td>Passay</td>
<td>Fully computerized processing of data at the city level applying the three softwars</td>
<td>Facilitated processing of data</td>
</tr>
<tr>
<td>Passay</td>
<td>Tried to network with private sectors to generate income for the unemployed</td>
<td>Harnessed commitment for local development among private sector institutions</td>
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<tr>
<td>Passay</td>
<td>Added indicators that affected sectors with problems (i.e., senior citizens, sex workers, persons with disabilities and OFWs)</td>
<td>Responded to the needs of special groups with problems</td>
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<tr>
<td>Passay</td>
<td>Interfaced with the Christian Ministry Program</td>
<td>Enriched the indicators gathered in the locality</td>
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<tr>
<td>Barangay 179</td>
<td>Organized households into blocks</td>
<td>Facilitated data collection</td>
</tr>
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<td>Barangay 179</td>
<td>Kagawads assisted the enumerators to implement data collection</td>
<td>Assured identity of the households</td>
</tr>
<tr>
<td>Barangay 179</td>
<td>Put stickers on the houses which had been surveyed</td>
<td>Avoided duplication of data collection</td>
</tr>
<tr>
<td>Barangay 179</td>
<td>Participation of senior citizens in analyzing the data generated on CBMS</td>
<td>Enabled community members to participate in the process, thus improving the feeling of ownership of the process</td>
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<tr>
<td>Barangay 179</td>
<td>Contribution of foundations in supporting the projects of the Barangay</td>
<td>Diffused the burden of development to other civil society groups</td>
</tr>
<tr>
<td>Barangay 184</td>
<td>Put stickers on the houses which had been surveyed</td>
<td>Avoided duplication of data collection</td>
</tr>
<tr>
<td>Action</td>
<td>Benefit</td>
<td></td>
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<tr>
<td>---------------------------------------------</td>
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<td>Gave house numbers to the different households</td>
<td>Ease in mailing and identification of new inhabitants</td>
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