Localizing the MDGs using CBMS: The Pasay City experience*

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Located in Metro Manila, Pasay City has 201 barangays (villages) covering a total of 18.5 square kilometers (sq kms). Of this, 9.5 sq kms are occupied by international and domestic airports, leaving only 5.5 sq kms for the residents with a population density of 15,949 persons per sq km. In addition to this, Pasay's resident population of 304,882 is more than doubled each day by workers reporting for work from other districts and by commuters passing through. Pasay City is home to 33,207 poor households.

"A scenic, premiere city thriving with business and economic opportunities, guided by dynamic and efficient local leadership and a home to self reliant, healthy and morally upright people" is Pasay City's vision. To fulfill this vision, Pasay aims to harness the strengths and potentials of a public-private-civil society partnership. As such, Pasay built strategic alliances with the business and civil society sectors.

The MDGs and localization efforts

Hand in hand with Pasay's goal of attaining its overall vision is its commitment to achieve the United Nations (UN)-initiated set of Millennium Development Goals (MDGs).

The MDGs, laid down by the United Nations (UN), form a blueprint by which to attain 8 goals by 2015 that would help meet the needs of the world's poorest. Ranging from a target of halving global extreme poverty to halting the spread of HIV/Aids to providing universal primary education by 2015, the goals have been agreed by all leading development institutions and countries in the world, including the Philippines.

> **Pasay city is one of the 2006 Gawad Galing Pook Awardees for its pioneering efforts on the localization and substantial attainment of the MDGs with CBMS as one of the key components (see related news on page 14).**

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Research Results-Philippines

To ensure maximum involvement of all sectors, the UN also sponsored the MDG Localization program in various countries. In the Philippines, the localization program includes 12 pilot cities, with Pasay City as one of the major sites. Today, Pasay City serves as resource city for the MDG localization efforts.

Among the City's responses to achieve the localization of the MDGs in its area are:

- Establishment of local benchmarks on each MDG target and integration of MDGs in the City Development Plans;
- Adoption of policies and programs to facilitate the achievement of MDGs;
- Realignment of existing programs, projects and activities toward the achievement of MDGs;
- Increase in budgetary allocation for MDG-related services; and
- Replication of MDG-responsive good practices.

Pasay MDG Watch through the CBMS

How can Pasay City ensure the attainment and implementation of such responses? How can the City facilitate the process?

The answer lies largely with the City's adoption of the community-based monitoring system (CBMS)[1], which was pilot tested in Barangay 179 in December 2004 and thereafter implemented in all 201 barangays in partnership with church-based NGOs. Now, Pasay has a database of disaggregated and community-validated data on the welfare status of all its barangays. The City government now has information on

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[1] CBMS was adopted by the City Government of Pasay led by Honorable Mayor Wenceslao "Peewee" Trinidad in partnership with its City Planning and Development Office and City Cooperative Office.

who the City's poor are, where they are, and why they are poor.

Pasay is the first city in Metro Manila to have these data available at the barangay level, making it possible for each barangay to produce a CBMS databoard highlighting the CBMS core indicators arranged by specific MDG (Table 1). As such, monitoring the status of the MDGs in the City can be facilitated through the recently set up Pasay City MDG Watch.

The MDG Watch is monitored through a set of core indicators identified by the UN and locally rationalized by Pasay in partnership with CBMS.

Fact-Based Intervention Exchange (FBI Ex)

One of the key aspects of the CBMS implementation in Pasay City is the incorporation of the Fact-Based Intervention Exchange (FBI Ex) which provides decisionmakers with factual information on needs versus solutions (programs/projects) from resource providers, government or private sector. FBI Ex immediately matches the identified needs (CBMS results) to the list of solution providers based on the development indicators, satisfying both the recipients and the providers. It has 3 major outcome indicators, namely:

1. promotion of people empowerment
Public-private-civil society partnership is the key to good local governance. To ensure multi-sectoral partnership and promote people empowerment, functional committees and councils shall be in place evidenced by regular meetings and time-bound work plans/ activities.

2. transferability and sustainability
This is ensured by the availability of the following documents: a) small, medium term development plan,

Table 1. MDGs and CBMS Indicators

MDGs	CBMS Indicators	Percent
MDG 1: Eradicate Extreme Poverty and Hunger	▪ Proportion of households with income below poverty threshold	13.7
	▪ Proportion of households with income below food threshold	3.8
	▪ Proportion of households who experienced food shortage	1.2
	▪ Prevalence of underweight children under 5 years old	20.0
MDG 2: Achieve Universal Primary Education	▪ Proportion of children 6-12 yrs old not attending elementary school	22.1
	▪ Proportion of children 13-16 yrs old not attending high school	29.7
MDG 4: Reduce Child Mortality	▪ Proportion of children 0-5 yrs old who died	0.2
MDG 5: Improve Maternal Health	▪ Proportion of women who died due to pregnancy-related causes	0.3
MDG 7: Ensure Environmental Sustainability	▪ Proportion of households living in makeshift housing	6.5
	▪ Proportion of households who are squatters	3.7
	▪ Proportion of households without access to safe water	1.8
	▪ Proportion of households without access to sanitary toilet facilities	2.7
MDG 8: Develop Global Partnership for Development	▪ Unemployment rate	19.8

barangay development plan (BDP), annual investment plan (AIP) and Local Investment Plan (LIP); b) updated barangay and city profiles; budget allocation; and c) executive orders and city and barangay ordinances.

3. efficiency in service delivery
This is ascertained by having the directory of resource providers, monitoring and evaluation system and collaboration with similar programs. By reaching the critical mass of targeted population, the efficient and effective operation of service delivery is validated.

These three FBI Ex outcome indicators are applied in each of the MDGs.

Solutions: Applying the FBI Ex
Based on the CBMS survey results, the major problems identified in Pasay are: unemployment, high incidence of poverty, high incidence of subsistence poor, and large number of children not attending school.

Applying the FBI Ex aspect of the CBMS, the following measures were implemented by the Pasay City government to help address the identified problems.

On unemployment and poverty
The unemployment rate identified in Pasay was 19.8 percent while the proportion of households with income below the poverty threshold was 13.7 percent. To address these problems, a large number of job fairs were conducted by the Public Employment System Office (PESO). It resulted in the hiring of 6,380 applicants from July 2005 to April 2006. To ensure high efficiency and sustainability, the Pasay government enacted City Ordinance 3522 s-2005 requiring companies operating in Pasay City to have residents of the city comprising 60 percent of their work force.

The author presenting the experience of Pasay in localizing the MDGs using the CBMS during the Fifth PEP General Meeting held on June 18-22, 2006 in Ethiopia.

Pasay City also facilitated the legislation of the following city ordinances:
- Creation of the Technical Education Skills Development Council (TESDC), a consortium that equips and prepares Pasay residents for immediate employment. TESDC, together with Technical Education Skills Development Authority (TESDA), facilitated the linkage of the ill-equipped job seekers and the demand-oriented training providers. Call center-related jobs are the priority.
- Creation of the Small-Medium Enterprise Development Council (SMEDC), a consortium that enables micro-entrepreneurs to participate in the actual market playing field, and strengthens small and medium enterprises to sustain their growth.

Other FBI Ex-based measures implemented by the Pasay government to address unemployment and high incidence of subsistence poor were:
a) Creation of 16 Overseas Filipino Workers (OFW) Bayanihan Savings Groups in partnership with CDO and Overseas Welfare Workers Administration (OWWA) for Groceria Project, a mini-mart owned and operated by active and inactive OFWs and OFW dependents;
b) Setting up of Bayanihan Peoples' Mart, a supermarket owned and operated by at least 500 Bayanihan Savers;

c) Establishment of an Animation Training Center, a train now, sure job, pay later program in partnership with the Animation Council of the Philippines;
d) Conduct of a savings program for the poor through the Bayanihan Banking Program; and
e) Implementation of the Youth Empowerment thru Self-help Operation (YESO) Program that inculcates positive values and entrepreneurship among public high school students.

On education
In one village, Barangay 179, the CBMS results showed a high number of children (123 out of 943) not attending school for various reasons. CBMS generated the list of households having 6-16 year-old children not attending school in Barangay 179.

The FBI Ex done through public-private partnership includes:
- Provision of scholarship program (free tuition fees, school supplies, uniforms, and monthly allowance, etc.) of St. Vincent Foundation that was availed by 100 families:
- Provision of free school supplies by SPECS, a daycare center scholarship;
- Expression of desire to help by the Rotary Club;
- Donations by faith-based groups

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of school supplies to 200 indigent children; and

- Scholarship programs sponsored by city officials (Vice-Mayor and congresswoman) and allocation of funds by the barangay.

On halting HIV/Aids
The HIV/Aids Program through Local Aids Council was conducted. Tuberculosis, malaria and other infectious diseases were also handled by the City Health Office (CHO).

On environmental sustainability
The task of keeping the city clean was handled by the city's Solid Waste Management Department.

On developing global partnership
Public-private-civil society partnership is being handled by the city's Business Development Officer through a regular Business Forum. Local Development Council (LDC) and Area Development Council (ADC) meetings, meanwhile, are handled by our City Planning Officer through regular relevant consultation meetings. The Adopt-a-Tribe Movement with Each City Caring for Each Tribe aims to address the plight of our indigenous people (IPs) considered as one of the poorest of the poor groups.

Family-based MDG
As can be seen from the measures taken, MDG localization is basically the rallying point and tool that brings the business and government sectors together to achieve a common goal. Besides the attainment of the MDGs, a goal is to achieve the vision for Pasay City.

In its fight against poverty, Pasay City sees that the family, being the society's smallest unit, can be one of the most powerful forces in combating poverty and thus has a major role in achieving the MDGs. Pasay believes that "Strong family means Strong City and Strong Nation". Thus, in partnership with the

Brotherhood of Christian Ministers in Pasay, the city government embarked on the tasks of localizing the MDGs in every family.

A consultation meeting with the UN Habitat, Commission on Human Rights, and other agencies resulted in Pasay designing a Family-based MDG Pledge of Commitment aimed at encouraging household members to achieve MDGs in their own families at their own level. The 8 global MDG statements are translated into Family MDG statements that are simple and easy to understand.

The objective is to mobilize the families as the advocates, promoters, and achievers of MDGs in the community. The LGU and the business community, meanwhile, provide a conducive political and legal atmosphere as well as doable programs to facilitate the attainment of MDGs by families.

Each Family MDG Pledge of Commitment sheet has a list of solution providers arranged according to MDGs with their contact numbers at the back.

The Family MDG Pledge of Commitment is being recited during the CBMS community validation or Barangay Assembly led by the Barangay Captain and at the Bayanihan People's Congress at Cuneta Astrodome led by City Mayor Wenceslao "Pewee" Trinidad. More than 10,000 committed family members affixed their signatures together with their witnesses. The more families there are who express their MDG commitment, the nearer it becomes in achieving the goals.

The Family-based MDG operates under 4 core values.
1. The Family that Prays Together Stays Together. Acknowledging God as the success factor in any endeavor, highlighting "No God No Success".

2. Whatever Gets Measured, Gets Done. Emphasizing that we cannot manage what we did not measure.
3. Strength of Family Power of Community. A family should join an organization to survive.
4. The Poor can Save. Producing evidences that even the poor can save.

The strategies for the implementation of the Family MDG Watch are the following:
a) The LGU orients and partners with existing organizations, associations, churches (formal or informal) in the community on the Family MDG;
b) The organization conducts Rapid Family MDG Assessment (RAFMAS) among its member families to know the poverty status of each family. Then, the organization solicits the commitment of its members using the Family MDG Pledge of Commitment; and
c) The organization periodically measures and monitors the progress of the family poverty status using the RAFMAS and facilitates the linkage of needy families with appropriate programs/ projects offered by the service providers (business and government sectors).

It must be noted that the underlying bases for the above strategies are the following:
- Strength of the organizations and churches depends on the strength of their individual member-families.
- Families should aim to achieve the MDGs at their level.
- The organizations or churches having the right linkage with the business and government sectors become the channels of services to their members.

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Enhancing the Village Book System through the CBMS[*]

To reiterate its commitment to eradicate poverty in order to achieve its goal of overcoming the status of Least Developed Country by the year 2020, the government of Lao PDR issued Instruction Number 010/PM in June 2001. This Instruction identified the poverty criteria and clarified the modalities in the preparation of an operational poverty eradication program. Based on this issuance, the National Growth and Poverty Eradication Strategy (NGPES) was developed and adopted by the National Assembly.

To implement the NGPES as well as to measure the social and economic performances of the country, there is a need for information about the poor especially at the community level. It is necessary to have a system for monitoring and evaluation, especially for programs and policies toward poverty alleviation. To do the monitoring in Lao PDR, the government adopted a bottom-up approach measure from the community to the national level known as the "Village Book Statistics."

This Village Book aims to collect socioeconomic information from the grassroots level such as data on population, housing, agriculture, labor, education, health and poverty. The village chief is the one responsible for filling up this book and reporting to the districts. The district report is then relayed to the provincial office and then reported to the National Statistical Center (NSC) once a year. Just introduced in 2004, the Village Book, however, still has a lot of issues and points that need to be improved, particularly the aspect of capacity building at the village, district and provincial levels.

While the NSC found the implementation of data collection using the Village Book useful and easy for the village chief to report to the local government/administration authorities, it also realized that the villagers were asked to aggregate data into said book without providing them with any tools to collect data at the household level. In fact, the Village Book was more of an indicative questionnaire rather than a primary data collection questionnaire. Thus, the NSC recognized that a key step in terms of improving primary data collection at the household level was needed.

Learning from other countries, the NSC therefore decided to adopt the community-based monitoring system (CBMS) as an appropriate tool to address this issue and began to implement it on a pilot basis in Lao PDR. This provided the much-needed technical assistance in the capacity building of local authorities as well as support for the existing Village Book. The indicators of the Village Book were re-identified and the mechanisms for data collection and result analysis were developed for local authorities to strengthen their monitoring capacity.

The CBMS was pilot tested in 4 poor villages in Sepone (in Savannakhet province) and Toomlan districts (in Saravanh province) in 2004 and thereafter implemented in 24 villages in the same districts (13 villages in Sepone and 11 villages in Toomlan) in 2005.

The results as well as lessons learned from this CBMS implementation in these selected villages in Lao PDR are hereby presented in this article. In addition, recommendations for future improvements in the CBMS in Lao PDR are outlined.

The CBMS process in Lao PDR
Selection of sample villages and field operation
The sample villages selected as CBMS sites were made on the basis of the agreement forged between the provincial Committee for Planning and Investment (CPI) and the NSC during the pilot period. These villages are located in the poorest districts. There are 24 villages in the survey—13 villages in Sepone district in Savannakhet and 11 villages in Toomlan district in Saravanh province.

The enumerators designated were the village head, the head of the youth organization and the village security group. Before the field operation, the enumerators were trained on the techniques and methodology of data collection, the filling up of questionnaires and the checking of the data collected.

Data entry and data processing
The NSC also developed a program for data entry which was then installed in the provincial office. Training on data processing and tabulation for the provincial statistician was likewise conducted.

Results of Survey
Village characteristics
The 24 CBMS villages piloted are located in the remote areas of two provinces of

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Lao PDR, namely, Savannakhet in the central area and Saravanh in the south (Map 1). All villages in the Toomlan district in Saravanh are classified as rural areas and most of the households are engaged in agriculture work and partly in non-agriculture activities such as weaving and handicraft. Dansavan, in the Sepone district in Savannakhet province, meanwhile, is located close to the border between Lao PDR and Vietnam. As such, this village has better transportation facility and has more opportunities in income generation from non-agriculture activity.

In terms of access to basic infrastructure, 55 percent of the villages in Toomlan do not have health care centers and over 46 percent of villages have no school in their villages.

On the other hand, in Sepone, about 85 percent of the villages have access to electrical network and 76 percent have schools in their own villages. However, there are only few villages that have health care centers and permanent markets in their villages. Most of the people there access the market at the border to Vietnam.

Population
The 24 villages had a population of 10,970 persons in 2005. Out of this, 5,453 were females (49.71 %) and 5,517 were males (50.29%). Generally, the sex ratio in the two districts was 1.01, with the ratio in Toomlan as 0.9, lower than the 1.0 ratio in Sepone, meaning that there were more females than males in Toomlan.

The result shows that the average household size was 6.9 persons. The household size is generally lower in 13 villages in Sepone district (6.3 persons), as compared to the household size of 8.8 persons in 11 villages in Toomlan district. The villages of Namatong, Nadou noy and Napho noy in Toomlan

Map 1. CBMS sites in Lao, PDR

district had the highest average household size, with 10.2 members while villages Kahan and Pheung of Sepone district had the lowest average size at about 5.2 members per household.

The number of newborn babies and the number of total death varied in each village, ranging from 4 to 25 babies and 0 to 8 deaths, respectively, in Toomlan district. In Sepone district, on the other hand, it ranges from 2 to 35 babies and 0 to 9 deaths, respectively.

The crude birth rate was about 44.5 babies per 1000 live births in Toomlan district while only 21.5 in Sepone district. Crude death rate was also higher in Toomlan district (10.2) than in Sepone (3.8). However, there were no significant differences in birth and death between girls and boys in these two districts.

Dependency ratio
The dependency ratio is the ratio of the population aged 0-14 years old and 61+ years old to the population aged 15-60 years old. The ratio was 1.15 in Toomlan district compared to 0.78 in Sepone district. Thus, there were more dependent persons in Toomlan district

than in Sepone district. There were also differences across villages. In Toomlan district, for instance, the highest dependency ratio was in Nadounhay village while the lowest was in Nonsavang village. In the Sepone district, on the other hand, the highest ratio was in Kadap and Kahan villages while the lowest was in Lakhonsy village.

Economic activity
Almost all households in Toomlan district were occupied with agricultural activity (92.41 %) while only about half of the households in Sepone district were engaged in this activity. As shown in Figure 1, there was about 1.68 percent who worked for the government and only 0.05 percent who worked for the private sector in Toomlan. It is interesting to note that there was a very low rate of unemployment in this district at only 0.43 percent.

In Sepone district, on the other hand, there were more people working for the government and private sectors at 10.88 and 2.14 percent, respectively. The rate of villagers who worked in other activities was quite high (38.06%). However, the rate of unemployment was much higher (3.54%) compared to the Toomlan district.

Farming was the dominant sector of the economy in all villages of these two districts. Other activities where the villages were engaged in are weaving, handicraft, and furniture-making.

Housing
Housing is one of the indicators for measuring the living condition in Toomlan and Sepone districts. Tenure status refers to the arrangements under which the household occupied its living quarters and the nature of its right to be there. Almost 100 percent of the households owned their houses/ dwelling units. The most common type of dwelling in Toomlan and Sepone dis-

tricts was the wooden house, occupied by 58.7 percent of households. The second largest type of dwelling was the bamboo house (31 %). Concrete dwelling units were occupied by 6.5 percent of households in Sepone district, with the Oudomsak village having the highest percentage of concrete housing (14.7 %). Meanwhile, none of the households in Toomlan district occupied concrete dwellings.

Source of water for drinking and cooking

More than 80 percent of households collected water from well/borehole in Nam lin. Another 10.5 percent of households in the same area fetched water from rivers or streams, and from other sources (5.3 %).

Comparing villages, there were more households in Toomlan, especially in Naphosim, Naphoyai and Napho noy, that got their water from unsafe sources while there were only few households in Sepone whose sources of water came from rivers/streams/lakes.

Main sources of energy for cooking

All villages in both Sepone and Toomlan districts used firewood/charcoal as a main source of energy for cooking. None of the households in the 24 villages of the two districts (Toomlan and Sepone) used electricity or fuel/coal/gas.

Toilet facilities

As could be expected, the sanitation condition in the Toomlan district was more severe, with the proportion of households without access to toilet facilities being much higher (92.09%) compared to the Sepone district (51.55%). As for the different types of toilet used, 9 villages in the Sepone district (25.06 % of households) used modern/filter toilet, compared to only one village in the Toomlan district (7.14 % of the households) that used this type.

Figure 1. Distribution of the population by main activities in Toomlan and Sepone Districts (Population aged 10 years and above)
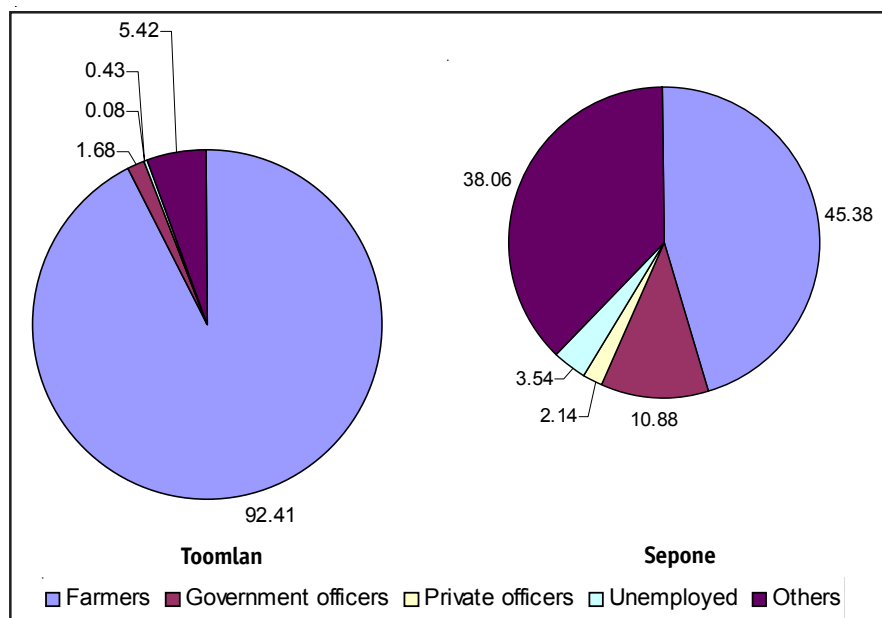
Agriculture and livestock

Rice cultivation

Rice is the main staple in Lao PDR. As such, almost all households in the pilot sites were growing rice as self-subsistence farmers. The households in 11 villages of Toomlan district were engaged in lowland rice production while nearly half (40 %) of the households in 13 villages of Sepone district were occupied with upland rice production. In the 24 villages, there were 1,010.6 hectares of planted area for lowland rice. Irrigation area, meanwhile, was quite small in these villages with only 8.1 hectares. During the last season, the production of lowland rice was 1,215.7 tons and of irrigation rice, 10.06 tons.

The yield result for both lowland and irrigation rice for these CBMS villages is truly low when compared with other sources of data. The reason is because the data collection done could not be represented as sample for one district; rather, it could only be reflected for a specific selected area.

There were only 13 villages of Sepone that were growing upland rice and other crops. The planted area for upland rice was 237.7 hectares while other crops accounted for only 5.2 hectares.

Livestock

Similar to rice growing, livestock husbandry is another activity of households in the 24 piloted villages. People raised livestock like cows and buffalos for use in transportation and plowing rice field. The livestock was also used as a means of household saving and people will sell their livestock whenever money is needed.

In both districts, the common animals raised by the households were buffalos and pigs. In Sepone district, in particular, goats were raised commonly by the households in all villages while only very few households in Donsad and Naphonhay of Toomlan district were

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raising goats. Households in Sepone also raised more (double) cows, chickens and ducks compared to Toomlan.

Meanwhile, animal diseases passed as one of the problems encountered by the villagers in the 24 CBMS villages, particularly, Navienghong and Nornsavang villages in Toomlan district as well as Vongvilay and Pholmuang villages in Sepone district.

Health status
Malaria and diarrhea are major problems in the southern area. The number of people affected in the CBMS sites varied from one village to another. In 11 villages of Toomlan, particularly in Donsad, Napho noy, Nadou Noy, Nonsavang and Nadou nhay, the result shows that there were 141 people sick with malaria, and 65 people with diarrhea. A big number (88 persons) were also ill as caused by other diseases.

In 13 villages of Sepone, malaria was seen to also be spreading and the result shows that there were 149 people sick with malaria. Among these villages, Oudomsuk was observed to be the most severely affected area, with 41 persons down with malaria while Dansavan had 22, Polmuang, 19 and Kanhan,17, respectively. For diarrhea, there were 45 cases registered, for dengue, 27, and for other diseases, 478 cases.

Illiteracy rate for people aged 15 years old and above
Illiteracy rate for people aged 15 years old and above is a very important measure to consider in household economic development since this age group is critical for the labor market insofar as income generation is concerned. According to the data collected from 24 villages, the illiteracy rate was 35.9 percent. For females, it was 44.9 percent while for males, it was 26.3 percent. Among the 11 villages in Toomlan, Donsad village got the worst illiteracy

rate at 95.3 percent. The average rate was 70.3 percent. In the 13 villages of Sepone, on the other hand, the average illiteracy rate was 23.0 percent, much lower than that in the 11 villages of Toomlan, implying that the literacy situation in Sepone is much better than in Toomlan.

Expenditure and income
On average, a household in Lao PDR consumes goods and services for a value of 1.1 million Kip or 180 000 Kip per month per person. The average expenditure in the CBMS villages is about 120 000 Kip per month per person. The definition of food expenditure, however, only includes the cash expenditure. The own-produced foods are not yet included. Food products make up more than half of the consumption.

Sepone had a higher non-food expenditure than the Toomlan villagers where food expenditure was higher than 60 percent. The consumption pattern among Sepone villages, however, was very different from each other. In Kadap and Huisan, for example, people consumed more food than non food (80%) compared to other villages.

Rice is the main staple food in Lao. As such, almost all households in the CBMS pilot sites are growing rice as subsistence farmers.

The result shows that rice consumption covered a high percentage of the consumption compared to other items as well as to non-food items in the 11 villages of Toomlan. In the 13 villages of Sepone, meanwhile, rice and other non-food group consumptions were slightly different, at 27.9 and 26.2 percent, respectively.

Income source
Most of the households in Toomlan are engaged in agriculture. Because of this, their income from grain agriculture accounted for more than 70 percent of total income while only 14 percent comes from paid employ. About 2 percent came from hunting and forestry and 2.5 percent, from other sources.

There were more income sources in Sepone than in Toomlan as it is located near the Vietnam border. According to the households reported, income from agriculture covered only 10 percent. The main income came from activities of paid employ as well as from other activities.

Poverty Monitoring
In reality, different methods and criteria for poverty measurement have been

used in different districts. However, the definition of poverty used in the data collection in the Village Book, according to Instruction Number 010/PM, is as follows: If a household could only acquire less than 16 kg of rice for consumption per month per person or if a household does not have adequate clothing nor permanent housing nor is capable of meeting expenses for health care and educational expenses for one's self and other family members. If a household has any one of these criteria, then it may be considered as a poor household. The criteria, however, do not measure the access aspects; only the capacity to pay for services of the household.

Villages with low literacy rates and which are located in remote areas normally have a high rate of poverty. In view of this, more than 35 percent of total households in both districts may be considered poor.

Experiences and Lessons Learned
Institutionalization and capacity building
During the course of the pilot project implementation, a number of concerns cropped up such as capacity building at the local level using the CBMS methodology, monitoring measures and the issue of sustainability. These problems have been discussed and consulted with the Committee of Planning and Investment (CPI) at the provincial level. They are aware of these concerns; however, as of this writing, the Village Book is still the only tool that is used for the community level in Laos. The provincial CPI, however, has committed to continue to build up its own capacity in data collection and data provision to policymakers.

In terms of the enumerators, there is a need to strengthen their skills by conducting the training and exercise before the field work. Likewise, a close

follow-up needs to be done when they are collecting the data.

The enumerators, which, as earlier mentioned, consist of the village chief, the village youth organization chief and the village security man, are keen to learn and are interested in statistical work like data collection and validation of data. These enumerators were the same persons who worked during the pilot test. Technical assistance from the NSC is likewise needed for developing and assisting in the implementation of the CBMS tool.

Update of the content of questionnaires
Through the consultation process, some suggestions and questions on how the data collection method was introduced to the village chief and village officers were raised because in many cases, it seems that their capacities do not meet the requirement. It was observed that if training was not well done, then this could affect the quality of data. Nonetheless, it was felt that the whole exercise is a good starting point for local officers to understand and support their own needs.

In particular, it was noted that the questionnaires for the sections on agriculture and livestock need to be restructured especially because while "expenditure" is a good source of data for poverty analysis, the information may be difficult to capture since the recall method was the one used. In the CBMS case in Lao, the households could not give the right information on expenditure because of poor recall. As

such, the questionnaire section will have to be revised.

Additional data profiles such as school and health services, any development project or program or any restrictions in the villages are also important pieces of information that need to be added in the questionnaires.

Next steps
In the future, the CBMS will continue to be implemented in the two districts. After the consultation workshop and discussions with the CPI in the province and the District Governor were conducted, there had been a request from both the Toomlan and Sepone districts to increase the coverage sites. They have expressed their interest to continue with the CBMS activity in their areas.

The continuation and expansion of the survey sites, however, is very much related to the institutional set-up in the District and provincial CPI. From the

> **The CBMS should be integrated in the data collection system of the Village Book and be made a part of the statistical system of Lao...**

point of view of the NSC, the adoption of the CBMS will take some time and a good model in the implementation of the process in Toomlan and Sepone Districts should first be built up. The main organization to implement the CBMS should not be a separate body from the CPI. Instead, the CPI itself should take the lead in this matter. The CBMS should be integrated in the data collection system of the Village Book and be made a part of the statistical system of Lao, as mentioned in the strategic plan of the NSC. ✳

CBMS-Bangladesh Team holds national workshop on LLMPS*

On August 26, 2006, the Bangladesh Academy for Rural Development (BARD) in Comilla, the implementing insititution of the CBMS Project in Bangladesh, organized a day-long national workshop on "Process and Findings of Local Level Poverty Monitoring System (LLPMS)" at the Center on Integrated Rural Development for Asia and the Pacific (CIRDAP), Dhaka, Bangladesh.

The main objective of the workshop was to share the process and disseminate the findings of the LLPMS to a wider audience. A total of 35 participants composed of government officials, representatives from non-government organizations and international agencies, and professionals in the field of development economics and administration participated in the workshop.

Mr. Muhammad Nazrul Islam, Director General of the BARD, chaired the inaugural session, with the Honorable Mr. Rafiqul Islam, Secretary, Rural Development and Cooperative Division of the Ministry of Local Government Rural Development and Cooperatives (LGRD&C), as the special guest.

In his welcome address, BARD Additional Director General, Mr. M. Khairul Kabir, emphasized that under the LLPMS, value is added to the traditional form of data collection and processing through the reduction of time spent in data processing and information dissemination because of the use of computer software in the analysis of information. He likewise noted that the involvement of non-professionals in the process of data collection and tabulation, the use of information in preparing plans of action for a Union, and the scientific formulation of indicators to be able to establish benchmarks and do comparisons are also other value additions of the LLPMS.

Meanwhile, Mr. Mohammed Mir Kashem, Director at the BARD and Coordinator of the LLPMS, explained that the experimentation of the action research on the LLPMS covering a wider scale was made on the basis of BARD's experience in a pilot study in 2001-2002 under the MIMAP-Bangladesh project. The system would serve a complementary role to the poverty monitoring initiative at the national level.

Mr. Ranjan Kumar Guha, Assistant Director at the BARD and Project Leader of the LLPMS, on the other hand, said that the experiment was carried out to develop a user-friendly and cost-effective poverty monitoring system at the local level with the participation of the local government and the local people at the grassroots level.

Mr. Md. Nazrul Islam, Director General, BARD, in his speech as Chairperson, shared the experiences he gathered from the different activities of the LLPMS. He noted the enthusiasm of the local people, their spontaneous presence in the meetings and their involvement in checking the information highlighted in the WIB against their names. He added that the Planning Workshop, which was one of the activities, succeeded in bridging the information gap between the Union and the Upazila Of-

The workshop panel composed of (from left to right) Mr. M. Khairul Kabir, Additional Director General, BARD, Mr. Rafiqul Islam, Secretary Rural Development and Cooperatives Division, M/O. LGRD&C, Mr. Muhammad Nazrul Islam, Director General and Mr. Mohammed Mir Kashem, Director (Rural Economics and Management), BARD, present their thoughts and experiences on the LLPMS.

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* This article was prepared by the CBMS-Bangladesh Project Team.

CBMS-Indonesia Team conducts validation activities*

*a*s a backgrounder, the main outputs of the CBMS-Indonesia study are the welfare indicators in each of the four pilot villages - and the welfare score of every family living in those villages - included in the CBMS survey. In order to validate these findings of the CBMS-Indonesia study team and to determine if the results can accurately describe the actual condition of the families in the surveyed sites, the SMERU Research Institute, the coordinating institution for the CBMS-Indonesia project, conducted three focus group discussions (FGDs)– a village-level FGD and two hamlet-level FGDs– on July 17-18, 2006. Cibulakan was the village chosen while Hamlet 1 in Neighborhood 2 and Hamlet 1 in Neighborhood 6 were the hamlets chosen. The choice of the two hamlets was based on three criteria: (1) distance to the village center, usually the village office, where one was far and the other was near; (2) heterogeneity of residents in the hamlets, where hamlets with diverse occupations and conditions were chosen; and (3) number of residents in the hamlets, where one had less than 100 families and the other, more than 100 families.

Village-level FGD

There were 16 participants in this FGD, consisting of teachers, midwives, village elders, and village officials. The topics discussed were on the welfare classification of village residents, welfare indicators, and poverty rates in the village and neighborhoods.

According to the participants, residents of Cibulakan can be classified into four

Participants from the validation activities listen intently as the facilitator explains the classification of the socioeconomic conditions of the residents in their locality.

categories, namely: rich, middle class, poor, and very poor. The classification is based on seven indicators which include: income, occupation, asset ownership, house condition, children's education, health, and consumption pattern.

Based on the welfare indicators, the participants were then asked to agree on the proportion of village residents in the four categories. This exercise was done using a stack of 100 buttons that was divided into the four categories. Afterwards, the same activity was done to calculate the proportion of each category in each of the six neighborhoods in Cibulakan.

FGD in Hamlet 1 Neighborhood 2

This hamlet is located right on the main village road, around 100 meters from the village office. Its proximity to paved road and public transportation most likely contributes to the large number of population in the hamlet. In addition to paddy farmers, people with diverse types of occupation, ranging from factory employees to civil servants to traders, live in the hamlet.

There were 14 participants in the FGD, seven males and seven females. They are all residents of the hamlet, whose occupation ranges from religious leaders to teachers to housewives. The participants also classified residents in their hamlet into four categories: rich, middle class, poor, and subsistent poor. Furthermore, they identified seven welfare indicators in the hamlet, namely: asset ownership, house condition, income, occupation, children's education, health, and consumption pattern.

Using the 'buttons approach', the participants were also asked to classify the residents into the four categories. Differing from the village-level FGD, however, was the listing by the participants of all 112 families living in the hamlet and classifying each family into a category. The participants unanimously agreed that this listing and classification of families was the correct approach in identifying their socioeconomic conditions.

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News Updates

...in Lao
Workshops to present the results of the CBMS conducted[*]

The CBMS-Lao Team conducted local and national workshops on July 21 and August 15, 2006, respectively, to present the status of the CBMS implementation in the pilot areas, specifically the results of the data collected, for comments and validation. They also presented an action plan for 2006-2007.

At the local meeting, a total of 21 participants, which included the CBMS team member based in the province and district level, the local governors, provincial policymaker, representatives from the international office and other NGO offices, and residents of some concerned villages attended the workshop.

At the national meeting, meanwhile, a total of 25 participants, which also included the CBMS team member based in the province and district levels and representatives from international organizations, attended the meeting. National policymakers from line ministries and representatives from the surrounding Division of National Statistics Centre were also present to provide comments and suggestions.

In both meetings, Dr. Samaychanh Boupha, Director of the National Statistical Centre (NSC) and Project Director of the CBMS-Lao Project, emphasized the importance of statistical information as crucial inputs in decisionmaking in the socio-economic planning process. At the same time, he noted the importance of the linkage between the Village Book and the CBMS Project, with the objective of supporting the village plan implementation and building local capacities in terms of data collection, data utilization and processing, and report preparation.

Among the salient points raised during the meeting are:

- Statistical information is needed and important; thus, the implementation of the CBMS project has been very useful. The project should therefore be continued and expanded to cover other villages.

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...in Tanzania
CBMS activities off to a roaring start[*]

The CBMS project in Tanzania being implemented by the Dodoma Municipal Council is off to a roaring start with the conduct of the following activities:

- Networking with key persons and organizations that would be involved in the project. These are: Bureau of Statistics, Research on Poverty Alleviation (REPOA) administration, management team of the council, Nala village and K/Ndege ward leaders, extension officers in the village and ward level, and the head teachers of seven schools in the study areas. They were informed about the project and they got the opportunity to discuss some practical issues of the related exercises (enumeration and data compilation).
- Preparation of the household questionnaires and maps.
- Planning of the training for enumerators by 2 consultants from REPOA and Economic and Social Research Foundation (ESRF), respectively.
- Conduct of training for 45 enumerators
- Conduct of training for 3 data processors.
- Testing of and some amendments on the questionnaires.
- Conduct of household survey in the pilot sites (K/Ndege and Nala). Parallel with this, the mapping of the houses and some infrastructures in Nala village was done.

At present, data collection is ongoing. This will be followed by the analysis and interpretation of the results.

Activities conducted for CBMS-GRB Project

*a*s part of the CBMS-Gender Responsive Budget (GRB) Project, two activities were conducted: (a) CBMS-GRB workshop and (b) Gender Sensitivity Training (GST).

CBMS-GRB workshop

A workshop to discuss how the CBMS can be used to facilitate gender- responsive budgeting (GRB) was held on August 30, 2006 at the Milky Way Café, Makati City. More than 30 participants from national government agencies attended the meeting which also had selected members of the DAWN Foundation, the project partner of the CBMS Team in this endeavor, as attendees.

Invited as guest speakers were Celia Flor, Executive Director of DAWN Foundation, and Dr. Aniceto Orbeta, Senior Research Fellow at the Philippine Institute for Development Studies (PIDS). In her presentation, Ms. Flor highlighted key gender-relevant information that can be generated from the CBMS. Dr. Orbeta, on the other hand, presented how the CBMS can be en-hanced to facilitate evidence-based planning and budgeting.

The workshop proved to be fruitful and generated a lot of ideas on how to enhance the CBMS to facilitate a more gender-responsive and evidence-based governance.

GST for the CBMS Team

After the workshop, members of the CBMS Team attended a gender sensitivity training (GST) conducted by the Development through Active Women Networking (DAWN) Foundation held in Mabini, Batangas, Philippines on August 30-September 1, 2006. This training is part of the capability-building activities of the CBMS-GRB Project that is being piloted in the Philippines. Dr. Aniceto Orbeta, the CBMS-GRB resource person in charge of the development of the module on local planning and budgeting, also attended this workshop.

Silay City Councilor Marie June Pavillar-Castro and Atty. Anabelle Corral-Respall, both DAWN Programme Offic-

Dr. Aniceto Orbeta presents how CBMS can be enhanced to facilitate evidence-based planning and budgeting. On hand to listen are Dr. Celia Reyes, National Commission on the Role of Filipino Women (NCRFW) Director Emmeline Verzosa, and DAWN Executive Director, Celia Flor.

ers, served as facilitators for the entire workshop. Also present during the workshop was Celia Flor, the Executive Director of DAWN.

On the whole, the GST workshop provided a fresh perspective for everyone who took part. Learnings from this workshop will be very significant in the continuous task of developing and piloting a truly gender-responsive monitoring tool that will aid local governments in planning and budgeting. ✳

Trainings for trainors from DILG and NAPC conducted

*T*he CBMS Network Coordinating Team conducted a training on CBMS Modules I (data collection) and II (digitizing of spot maps and data encoding) for Trainors from the Regional and Provincial Project Teams of the Department of Interior and Local Government on September 11-16, 2006. The training is in line with DILG's implementation of the project on "Localizing the MDGs: Improving the Ca-pacity of LGUs to Deliver Population and Reproductive Health Services".

The participants are from DILG regional offices of CAR, Region V, Region VII, Region VIII, Region XII and ARMM. Representatives of DILG offices in Ifugao, Mt. Province, Masbate, Bohol, Eastern Samar, Sultan Kudarat, Lanao del Sur, Maguindanao, Sulu and Tawi-tawi were also present. Three municipalities from these provinces were chosen as sites for the implementation of the project.

Meanwhile, the six trainors from the National Anti-Poverty Commission (NAPC) had likewise attended the training as part of their capability-building activities in poverty diagnosis, planning and monitoring through the CBMS. ✳

CBMS-Philippines Team hosts network conference

The CBMS-Philippines Team will host the CBMS Network Conference to be held on November 15-17, 2006 at the Heritage Hotel in Pasay City, Philippines. The conference combines the 4th CBMS-Philippines National Conference and the annual CBMS International Network Meeting. The 3-day conference intends to provide an avenue for the sharing of experiences and for interactive discussions among CBMS practitioners, policy analysts, policymakers, local planners and other development partners from Asia and Africa on recent applications of CBMS, strategies for implementation and related issues on the scaling up and institutionalization of a CBMS. There will be around 250 participants composed of about 20 foreign CBMS researchers and stakeholders, 150 local planners and policy-makers from various provinces, municipalities, cities, and barangays, and at least 80 representatives from the national government agencies, non-government organizations, academic and research instituions, and development partner organizations.

Among the highlights of this year's conference is a panel discussion of CBMS stakeholders from the different sectors at the national and local level on the institutionalization of CBMS. The panel discussion would feature the results of an assessment made on the implementation of CBMS in Palawan, Labo and Sta Elena of Camarines Norte and the City of Pasay. These LGUs were among the first that mobilized and invested their own resources for the implementation and use of the system. In addition, Prof. Simeon Ilago of the Center for Local and Regional Governance will also share his study on the institutionalization issues that need to be addressed in line with the growing demand for the adoption and use of CBMS in the country. Furthermore, planners, program implementers and decision-makers at the national and local levels across the country will be sharing their experiences in their adoption and application of CBMS in their respective localities.

Another highlight of the conference will be the awarding of grants to 10 deserving local government units under the CBMS-UNDP Development Grant Program.

The conference will be held back-to-back with a training workshop for the CBMS international researchers on November 13-14, 2006 with topics on poverty mapping using the computerized data processing softwares developed by the CBMS Team. A field visit to CBMS sites in the Philippines will likewise be conducted for these participants on November 18-20, 2006. ✳

Pasay City wins Gawad Galing Pook

Pasay City has been selected by the United Nations Development Programme (UNDP) and the Galing Pook Foundation as one of the 2006 winners of the **Gawad Galing Pook.** Pasay City won for its pioneering efforts on the localization and substantial attainment of the Millennium Development Goals (MDGs) which represent a global commitment for sustaining development and eliminating poverty.

The **Gantimpalang Panglingkod Pook** or **Gawad Galing Pook** is a pioneering awards program on innovation and excellence in local governance. The winners are chosen every year from a national search of local governance programs sifted through a multi-level rigorous screening process based on the criteria of positive socio-economic and environmental impact, promotion of people's empowerment, transferability and sustainability, efficiency of program service delivery, and creative use of powers provided by the Local Government Code and other decentralization and local autonomy measures.

In localizing the MDGs, a major phase involves the preparation of an MDG Baseline and Monitoring System. In the case of Pasay, it used the community-based monitoring system (CBMS) in measuring the extent of poverty in the city and in identifying who the poor are, where and why they are poor (see banner article in this issue). The core indicators set in the CBMS are the same as the MDG targets/indicators at the local level. As such, the city was able to prepare, develop and validate its local response strategies and programs toward achieving the MDGs. ✳

fice, and in gaining the commitment for needs- based support services from the Nation-Building Departments in implementing the plan of action. For his part, Mr. Rafiqul Islam, Secretary, Rural Development and Cooperatives Division, said that the presence of up-to-date information is very essential to ensure the smooth implementation and accuracy of a decentralized administration process. This is where the importance of the LLPMS is highlighted.

The experience of the LLPMS can play a pioneering role for the capacity building of local government functionaries.

One example is the development of a database which facilitated the coordination of the development activities of various government and non-government organizations at the grassroots level and reduced the overlapping and duplication of development activities. He thereupon enjoined the participants to think of ways of integrating this system with the global information system and of involving educated young people in the process. The new learned know-how on the information system may be helpful/useful in their search for livelihood opportunities.

Finally, during the working session chaired by Dr. Md. Ismail Hossain, Member Director, Bangladesh Agricultural

Research Council (BARC), a number of suggestions and queries were raised, especially with regard to the non-use of the Cost of Basic Need Method (CBN) for poverty measurement at the local level. The participants appreciated the villager's perception and self-perception methods for poverty measurement that were used in the research because of their user-friendly nature. As to the query of replicating the system, it was noted that government directives are needed for this and in this regard, the BARD is stepping up on its advocacy to influence the policymakers and planners toward this end. ✳

FGD in Hamlet 1 Neighborhood 6
This hamlet is located around 2 kilometers from the main village road, quite far from the main village economic center. In addition, there are no public transportation means serving the hamlet. It is also separated from the other hamlets by paddy fields. Most residents work as farmers.

There were 19 participants in the FGD, consisting of fifteen males and four females. As in the other FGD sessions, the participants were teachers, housewives, farmers, taxi drivers, and religious leaders living in the hamlet. The welfare classification was the same as those in the other hamlet, but the participants only identified six welfare indicators, namely: income, occupation, asset ownership, children's education, clothes, and consumption pattern.

Similar activities in the first hamlet were also conducted in this hamlet. Again, the participants agreed that the second classification was the correct one.

Since there were only 60 families in the hamlet, the participants were then asked to rank every family from poorest to richest.

Comparison between FGD and CBMS results
Neighborhood rank
SMERU researchers used the community poverty rate predicted by the participants of the village-level FGD to calculate poverty rates in all six neighborhoods. The results were then compared to the neighborhood rates agreed upon in the FGD.

None of the figures from the FGD exactly matched the CBMS figures. How-

ever, the distribution of families was generally similar.

Family status
Using poverty rates from the FGD at the hamlets, families which are considered poor by the CBMS can now be identified. The poverty status from CBMS was then compared with the poverty status from individual family categorization in the FGDs.

Family rank
Only the result from Hamlet 1 Neighborhood 6 was compared to the CBMS family rank.

Conclusion
On the basis of these activities, it was found that family status and family welfare rank calculated using the CBMS methodology generally conform with the opinion of the FGD participants. ✳

- The organizations become the solution provider to their member-families.

Pasay believes that families can triumph over poverty in our country as history tells us that families have survived even the worst and fearful conditions ever experienced by men. Likewise, strong families with positive values can contaminate and influence others.

In Pasay: "Strong Family Makes a Strong City and a Strong Nation". Pasay's CBMS, FBI Ex and Family-based MDG Localization demonstrate that the potential effect of harnessed resources is greater than individual thrust. Pasay calls it "BAYANIHAN". It is the synergy that will surely translate the MDGs from ASPIRATIONS TO ACTION. ✳

- If the CBMS project can cover all 47 poor districts, then data regarding poverty will be made much clearer.
- On the improvement of the implementation, it was mentioned that other leaders should also be involved, the inclusion of the village chief or the village statistician should be considered with regular salary, and wider advocacy should be implemented.
- Enumerators usually have low educational attainment levels, thereby endangering the quality of enumeration. The importance of having reliable data collectors should thus be emphasized because if the enumeration is poorly done, then the quality of data would thereupon suffer.

On the whole, the workshops were both successful as they generated a lot of support from both local and national leaders. Comments and suggestions were likewise given to improve the implementation of the system and the instruments used. ✳

Editorial Staff