



April 15, 2019

ATTY. RYAN ALVIN R. ACOSTA

Deputy Executive Secretary for Legal Affairs
Office of the Deputy Executive Secretary for Legal Affairs
Rm. 349 Mabini Hall, J.P. Laurel St.,
San Miguel, Manila

Dear **Deputy Executive Secretary Acosta**:

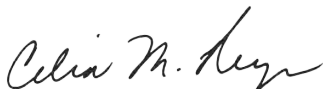
Greetings from the Philippine Institute for Development Studies!

In response to your request, we are transmitting herewith the comments and recommendation prepared by PIDS on the consolidated enrolled bill entitled;

House Bill No. 8217/Senate Bill No. 2172, entitled: “AN ACT ESTABLISHING COMMUNITY-BASED MONITORING SYSTEM AND APPROPRIATING FUNDS THEREFOR”

We hope you will find these useful. Thank you for giving us the opportunity to provide our comments and recommendation on the said bill.

Sincerely,


CELIA M. REYES
President

Comments and recommendation on the consolidated enrolled bill **HB No. 8217/SB No. 2172, entitled “An Act Institutionalizing a Community Based Monitoring System (CBMS) in all cities and municipalities and appropriating funds therefore”**

*Prepared by: Dr. Celia M. Reyes¹
April 15, 2019*

Recommendation:

We strongly recommend the signing into law of the CBMS Act institutionalizing a Community-Based Monitoring System (CBMS) in all cities and municipalities and appropriating funds therefore. We believe that this will significantly help the local government units in formulating plans and budgets responsive to the needs of the communities. Furthermore, the disaggregated data that the CBMS generates will facilitate the achievement of the Philippine Development Plan and the Sustainable Development Goals (SDGs), leading to *Ambisyon 2040* where no one is left behind.

While some cities and municipalities have implemented CBMS using their own resources, there are still a significant number of local government units that lack resources and capacity in implementing CBMS regularly. The bill will address these gaps and ensure that data collection is synchronized.

By virtue of the local government code of 1991, local government units are at the forefront of delivery of basic services. Every LGU, as mandated by RA 7160 Sections 2a, 15 and 17, has the responsibility to promote the general welfare of population within its territorial jurisdiction².

LGUs are also required to prepare and implement several development plans including annual development plan, annual investment plan, comprehensive development plan, comprehensive land use plan, local poverty reduction action plan, gender and development (GAD) plan, disaster-risk reduction management (DRRM) plan among others. This reflects the key role of local governments in mainstreaming development commitments and objectives of the national government in actual plans, programs, and budgets implemented on the ground, and in ensuring that services delivered improve the welfare of the population given the set development agenda and targets. This huge responsibility among LGUs resulted to a greater demand for local level data that would facilitate a more comprehensive analysis of development situation at a given point in time, identify needs and specific areas for priority action, design and implement appropriate policies and plans, and monitor impact overtime.

Given the limitations in the existing national statistical system to provide necessary disaggregated and timely data that can be used for local planning and program implementation, many local government units have been implementing the community-based monitoring system (CBMS) since 2000 to present. The CBMS is an organized process of collecting, processing, and use of the data generated and processed as input for the preparation local development profiles and plans. Local level data is collected and processed by trained local enumerators and processors using a structured set of data collection and processing and poverty mapping tools and training modules that were developed using open sourced softwares. Implementation of the CBMS generates a core set of poverty indicators and other community-specific

¹ President, Philippine Institute for Development Studies

² https://dilg.gov.ph/PDF_File/reports_resources/DILG-Reports-2011712-ea7ba5859e.pdf

indicators that can be disaggregated by sub-location (barangay/city/municipal/provincial) and sub-population groups (by age, sex, ethnicity, income-class and other individual/household level characteristics).

The usefulness of CBMS as a tool for planning and program implementation has long been recognized in the country both at the local and national level. Apart from several local government policy issuances since 2000 up to present for their adoption/implementation and use of CBMS as a tool for local planning, poverty monitoring, and other thematic concerns, some of the national policy issuances earlier in support and recognition of the uses of CBMS in the Philippines are as follows:

- **National Statistical Coordination Board Resolution No. 6, Series of 2005**

Issued in January 24, 2005 by the National Statistical Coordination Board (NSCB), attests to the statistical and technical soundness of the CBMS. Furthermore, it recognized the CBMS as a tool for strengthening the statistical system at the local level that will generate statistics for monitoring and evaluation of local development plans, including the progress of the local governments in attaining the Millennium Development Goals (MDG). It also further resolved that the NSCB Technical Staff initiate and coordinate an advocacy program for the adoption of the CBMS by the LGUs, through the RSCCs, the technical arm of the NSCB Executive Board in the regions.

This resolution was further adopted and ratified by the Philippine Statistics Authority (PSA) per [PSA Board Resolution 01 Series of 2017 -118](#).

- **League of Municipalities of the Philippines (LMP) Memorandum Circular 027-2006**

Issued in June 2006, the circular enjoins all CBMS-implementing municipalities to adopt/sustain the adoption of the CBMS as a tool for local poverty diagnosis and ensure the incorporation of the MDG targets and utilization of CBMS data in the formulation of local development plans. In July 2006, this MC was amended to also enjoin municipalities to institutionalize CBMS this as part of the system of local governance.

- **Social Development Committee Resolution No. 3, Series of 2006**

Issued on July 19, 2006 and approved by the SDC-cabinet level (CL). It recommended for the adoption of the CBMS as the prescribed monitoring tool for the generation of the Core Local Poverty Indicator Database. It recognizes the assessment of the SDC of CBMS- as a viable and cost efficient system that can be used in generating the 13+1 core local poverty indicators (with reference to its adoption under NAPC En Banc Resolution No. 7 in 2013 and DILG MC 2003-92 providing guidelines for adoption of the core local poverty indicators in local planning) and to ensure uniformity and standardization of CLPI databases by all LGUs.

- **PhilHealth Board Resolution No. 982, S.2007**

In March 2007, the Philippine Health Insurance Corporation (PhilHealth) adopted the CBMS as the principal source of data in identifying indigent families to be enrolled under the sponsorship program of the National Health Insurance Program (NHIP).

- **League of Provinces of the Philippines (LPP) Resolution No. 2011-01**

Issued on January 28, 2011, the resolution urges the Department of Social Welfare and Development (DSWD) and the Department of Health (DOH) to adopt the CBMS and other locally developed poverty monitoring systems as their targeting system in identifying beneficiaries to the Pantawid Pamilyang Pilipino Program (4Ps) and the Philhealth Indigent Sponsored Program.

- **[DSWD Administrative Order No. 07 Series of 2011](#)**

The administrative order, issued by the Department of Social Welfare and Development (DSWD) to provide parameters at the local, regional and national levels, in the preparation of social protection and development report (SPDR), cited the community-based monitoring system (CBMS) available at the LGUs as the primary source of data for the preparation of the SPDR.

- **[DBM-DILG-DSWD-NAPC Joint Memorandum Circular No. 1, Series of 2012](#)**

Issued on March 8, 2012, the joint memorandum circular issued by the Department of Budget and Management (DBM), the Department of the Interior and Local Government (DILG), the Department of Social Welfare and Development (DSWD), and the National Anti-Poverty Commission (NAPC) to provide guidelines for the implementation of bottom up planning and budgeting approach. The JMC cited the use of CBMS socioeconomic data for identifying priority projects.

- **[DILG Memorandum Circular 2012-73](#)**

Issued on April 17, 2012, the circular provides that the Local Disaster Risk Reduction and Management Fund can be utilized for disaster prevention and mitigation projects, including the implementation of a CBMS with climate change adaptation/disaster risk reduction management indicators.

- **[DILG Memorandum Circular 2012-142](#)**

Issued on August 10, 2012, the circular enjoins all local chief executives to utilize the community-based monitoring system (CBMS) in planning and project development. It also recommends the adoption of CBMS to coincide with the synchronized local planning and budgeting calendar and with the bottom-up planning and budgeting preparation calendar.

- **[NDRRMC-DILG Joint Memorandum Circular No. 2013-1](#)**

Issued in March 25, 2013 by the National Disaster Risk Reduction Management Council and the Department of the Interior and Local government to serve as a guide for LGUs in the allocation and use of the Local Disaster Risk Reduction and Management Fund (LDRRMF) to enhance transparency and accountability. It cited the implementation of the Community Based Monitoring System (CBMS) together with disaster risk reduction and climate change indicators as part of the projects and activities for the utilization of the LDRRMF.

- **[DILG Memorandum Circular 2016-69](#)**

Issued on May 23, 2016, the circular provides policy guidelines for the implementation of CBMS and capacity development projects on Gender and Development (GAD), Disaster Risk Reduction and Climate

Change Adaptation (DRR-CCA) under the FY 2016 Bottom-Up Budgeting (BUB). The guidelines shall aid the LGUs for the efficient and effective execution of sub-project components, monitoring, and reporting of projects under the BUB program.

- **DILG-NEDA Joint Memorandum Circular 01 Series of 2018**

The JMC was issued in November 26, 2018 by the Department of the Interior and Local Government (DILG) and the National Economic and Development Authority (NEDA) providing guidelines for the localization of the Philippine Development Plan (PDP) 2017-2022 matrices and the sustainable development goals (SDGs). It cited the Community Based Monitoring System (CBMS) as part of local administrative data sources- that can be used to measure performance given limitations in PSA data disaggregation at the municipal and city levels.

Since its first adoption by an LGU in 2000, the CBMS has been implemented and continuously being implemented by several LGUs in the country. As of February 2019, CBMS has been adopted by LGUs in 78 provinces (33 of which are province-wide) covering 1,091 municipalities, 111 cities and 30,827 barangays. The establishment of CBMS in the country has filled in data gaps for local planning and program implementation while empowering communities to participate in the development process.

The adoption of CBMS by some local government units was among the key milestones reported by the Philippine Statistics Authority for 2016-2017 in terms of local statistical development in the country³. Earlier on, the institutionalization of CBMS for the generation of local poverty statistics has also been reported as part of the key developments in local statistical development for 2011-2015⁴.

On the other hand, given that the implementation of CBMS is not yet nationwide and timing of data collection is not yet synchronized across all municipalities and cities at this time, the use of CBMS data as input for national development planning and program implementation is not yet maximized. There are LGUs who would want to implement CBMS but have very limited resources and/or need capacity building support to establish and maintain the system in their locality.

The Senate Bill 2172 (also referred as the CBMS Act) would facilitate and provide the necessary support for the establishment of a regular source of necessary disaggregated data that cannot be provided by the national statistical system for local planning and program implementation through the institutionalization of a CBMS in all cities and municipalities. It would also pave the way for the establishment of necessary institutional mechanisms, and standards for data access/sharing among concerned national government agencies and functionaries who require disaggregated/local level data for monitoring and reporting of impacts of policies and programs, particularly those relating to poverty reduction.

³ Philippine Statistics Authority (2018). Philippine Statistical Development Program 2018-2023. Retrieved from <http://www.psa.gov.ph/system/files/sppd/Chapter%2022%20-%20Local%20Statistics%20Development.pdf>

⁴ Philippine Statistics Authority (September 2016). Philippine Statistical Development Program 2011-2017 Update. Retrieved from https://psa.gov.ph/sites/default/files/PSDP%202011-2017%20Update%20Manus_Final.pdf

Recommendations for the Implementing Rules and Regulations

We are recommending the signing and approval of the bill into law. In addition, we recommend the following for the implementing rules and regulations (IRR) to facilitate the operationalization of the set objectives:

Section	Recommendation for IRR
Section 3. Item c. Data	Need to take into account the regular review and updating of the list of the core set of poverty indicators for monitoring and correspondingly of the CBMS household and community questionnaires to be administered by trained local enumerators.
Section 7. Role of DILG	In line with its mandate to provide capacity building support to LGUs for local planning and program implementation, the DILG, through its pool of CBMS accredited trainers and focal persons at the central/regional/provincial/municipal/city, should also be involved in providing capacity building support to LGUs for the implementation of CBMS at the local level.
Section 14. CBMS Council	Responsibility of the council to be created should also cover capacity building support arrangements for the implementation of CBMS, aside from data security and sharing. The council can take the lead in reviewing the set of indicators that can be collected from the CBMS and further uses of CBMS data for disaster risk reduction and management, formulation of appropriate safety nets and gender responsive budgeting, among others. Consequently, the composition of the CBMS Council may need to be expanded to bring in the expertise needed for these additional tasks.