Targeting and Managing Performance:  
The Case of Davao del Norte*

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Background

Purpose

THE STUDY focuses on the innovations introduced by the Governor of Davao del Norte to systematize the collection of information on the quality of life of the entire province using a set of strategies embodied in the Minimum Basic Needs (MBN) Approach. While the methodology of MBN was started under the Ramos Administration, its nationwide implementation was put on hold by the current administration. The approach is only being pursued in three barangays in all fifth and sixth class municipalities around the country through one of the ten flagship programs on poverty alleviation called the Comprehensive and Integrated Delivery of Social Services (CIDSS). In spite of the lack of imperative from the current regime, the Governor took the initiative to declare this approach as a provincial agenda. The commitment to the approach was demonstrated by the re-training of implementors and local officials, computerization of data and utilization of information on quality of life as a basis for planning.

The MBN approach provides a management technology that ensures empowerment, the interface of government and civil society, and a set of indicators on basic needs to rationalize decisionmaking. Furthermore, as a management technology, emphasis is given towards the identification of families who are the most depressed, deprived and underserved.

The study showcases (1) the MBN approach, (2) the initiatives of the Governor to propagate and implement the technology, (3) how the methodology is implemented in a municipal and case barangay, (4) the relevance of the approach from the perspective of key implementors and impact data on quality of life from baseline to recent assessment, and (5) lessons learned from the case which could impact to the theory and practice of governance.

The case study is based on interviews of key informants and review of secondary materials.

MBN Approach

The MBN approach was given presidential impetus under the Ramos administration as the core strategy in all programs in poverty alleviation (see Bautista and Juan, 2000). It was passed on 6 March 1995 as Proclamation 548, “Approving a Policy of Convergence and its Operationalization through the Coordinated Action of the Agencies’ Technical Action

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Officers.” This was further reinforced by the “Adoption of the Social Reform Agenda (SRA) Convergence Policy” through Administrative Order No. 194 on 30 May 1995, that reiterated the use of MBN approach as the strategy in national and local government units (LGUs). Toward the end of the term of President Ramos, MBN was institutionalized by the passage of the Social Reform and Poverty Alleviation Program through Republic Act 8425 in December 1997. At present, the Estrada administration upholds the implementation of MBN in the three poorest barangays in all fifth and sixth class municipalities.

The MBN approach features an empowering management technology through the application of community organizing principles. Community mobilization ensures the interface of community residents at the lowest political boundary of the local government level (the barangay) in the different phases of the management cycle of situation analysis, planning, implementation and monitoring/evaluation (SAPIME). This is implemented by deploying community organizers (called CIDSS Workers under the CIDSS program supervised by the Department of Social Welfare and Development or those tasked by a local government unit/other development agencies) to pursue this activity.

Another feature of the MBN approach is convergence. This means involving government and civil society in national and local development management to address basic needs of the population. This is translated by setting up structures to enable the interface of national and local governments, non-government organizations (NGOs) and people’s organizations (POs) at the national and local government levels. This is called an interagency committee under the CIDSS program or an MBN technical working group in other initiatives. A recent development is the opportunity for marginalized sectors to interface by their formal recognition as partners in poverty alleviation. They are given an opportunity to serve in the national and local interagency bodies for poverty alleviation. They are composed of women, senior citizens, farmers, fisherfolks, formal labor, informal labor, youth and students, persons with disabilities, victims of disasters and calamities, indigenous peoples, NGOs, cooperatives, children and urban poor. To date they are officially represented in the National Anti-Poverty Commission (NAPC) as a policy-making body for poverty alleviation.

An important aspect of the approach is the set of 33 indicators which has been formulated through a participatory process to ensure that the basic needs for survival, security and enabling requirements are objectively assessed. (See Appendix A for the list of MBN indicators.) MBN indicators serve as the data base for planning and an input for identifying who could be given priority attention in terms of service delivery.

Another element of the approach is the application of focused targeting. This means zeroing attention in planning to the most deprived and underserved individuals and families, using objective data—that of MBN. The availability of MBN data ensures objective bases in delivering services to those who are in need the most.

Setting up community-based information system is an added dimension of the approach. This means that the responsibility for gathering, processing and utilizing the information does not only belong to government. Community residents are encouraged to take part in the process. This ensures that they can access the information that have been gathered and effectively participate in decisionmaking as they are knowledgeable of the local situation. Thus, community mobilization is directly linked to setting up an information system since this hinges on volunteers to assist in gathering information and people’s organizations to
partake in local planning activities. Mechanisms to ensure visibility of information at the barangay level include the formulation of data boards and spot maps.

**The Provincial Context**

*Profile*

The case study province is Davao del Norte. Located in the southeastern part of Region XI, it is bounded by Agusan del Sur on the North, Bukidnon on the Northeast, Davao City on the West, Davao Gulf on the South and the Province of Compostela Valley on the East (Davao del Norte 1999). It used to have thirteen municipalities until President Fidel Ramos created the Province of Compostela Valley out of Davao Province. At present, it consists of eight municipalities and two cities (Tagum and Island Garden City of Samal). It has a total land area of 3,462.82 square kilometers (PPDC, 1999: 1) with an estimated population of 671,333 in 1995. Population density in Davao is 194 per square kilometer.

The Human Development Index (HDI) for the province in 1997 as reported in the *Philippine Human Development Report 2000* (Human Development Network, 2000) was .525 in 1997 and the province was ranked number 51 out of 77 provinces. On the other hand, the first ranking province had an average of .736. Life expectancy for the province in 1997 was 64.3 while the first in rank was 69.1. The province’s primary and high school enrolment was 73.78 percent in 1997, while the first in rank, it was 87.8 percent. Its percentage of functional literates also falls far below the first in rank with 85.49 percent compared to 92.8 percent. Per capita income in 1997 is ₱12,450 and was far behind the first in rank which has ₱29,269.00. This was the situation prior to the assumption into office of the current Governor.

The province has a population residing mainly in the rural areas. Only 32.1 percent in 1995 was estimated to be based in urban areas (Provincial Planning and Development Office 1999). It is basically an agricultural province owing to its fertile and favorable climate (PPDO, 2000: 39). A total of 250,770 persons are in the labor force of which 5.6 percent is unemployed (PPDO, 1999).

*Social Preparation*

Before the current Governor assumed his post, the MBN approach was introduced into the province as early as 1995 with the assistance of a nongovernment organization, the Associated Resources for Management and Development. It was a one-week orientation conducted for implementors which imparted information on the MBN framework, strategies, processes, MBN information guidelines and the installation of community-based information system; roles and tasks of local government units; and the conduct of monitoring/evaluation and action planning. This was implemented with the support of the Department of the Interior and Local Government (DILG) and the Presidential Commission to Fight Poverty (PCFP) (now the National Anti-Poverty Commission). However, it took some time before MBN survey was installed in the province. The first survey was undertaken in 1997.

To be able to prepare for these commitments, training was conducted to orient the members of the provincial technical working group in 1997 on MBN. The conduct of training in the province was through national support. Per diems and allowances of participants came from the province.
The Provincial Technical Working Group (PTWG) was set up in 1997 and was constituted by the representatives from the Social Welfare and Development Office (SWDO), DILG, Provincial Planning and Development Office (PPDO) and the Health Office. It met once a month then. Now, the Department of Education Culture and Sports (DECS) is included in the list, together with a representative from the Community Affairs Office of the Office of the Governor.

Training was conducted for the municipality in 1997 in the 1st semester for three days. Advocates used the *Primer on the MBN Approach* and SRA leaflets. Participants from the municipalities were the Municipal Planning and Development Coordinator, the Municipal Health Officer, the Agricultural Extension Officer, Sangguniang Bayan members and the DILG. They in turn created and constituted the Municipal Technical Working Group (MTWG). All municipalities attended the orientation.

When the new Governor assumed office, there was a renewed commitment to apply the approach. In his inaugural speech on 30 June 1998, he declared that it is his policy to use the MBN approach in the province to respond to the problems of poverty and underdevelopment (*MBN News*, 11-13 August 1999). When the Governor was then a Congressman, he gave funding to the region to set up the MBN information system. The Governor was inspired to utilize the approach “to ensure that social development concerns are given priority attention” (Interview with the Governor, 27 July 2000). He was committed to use the data, which prioritized social development requirements, as a basis for decisionmaking. The Governor included MBN in his program thrust, by focusing on the top two problems per municipality and barangay in his agenda. The province even committed itself towards the computerization of data at the municipal level and assured the coverage of all barangays with the MBN approach.

Towards the latter part of 1998, a proposal was prepared by the province in order to retrain the key advocates of MBN for the province and to install the computerization of MBN data at the provincial and municipal levels. This was entitled *Project Design on the Development Plan for Equity and Efficiency Towards the Implementation of Basic Service Delivery Plan* (Province of Davao del Norte, 1998). The proposal detailed the concept of the “Big Brother” Approach where four big municipalities (i.e., Kapalong, Tagum, Sto. Tomas and Panabo) served as “Big Brothers” in demonstrating to the “Small Brothers” how to execute the MBN approach. The “Big Brothers” were the progressive municipalities or those advanced in economic standing. They took care of new and emerging municipalities adjacent to them.

This Project Design led to an assessment workshop in consultation with representatives of the province to determine the current status of MBN implementation. Thereafter, an orientation of representatives of the province and four “Big Brother” municipalities was undertaken to ensure understanding of the MBN approach. Then, a project launching and detailed planning workshop for representatives of the four “Big Brother” municipalities were conducted to formulate an action plan for the installation of the MBN system in their respective barangays. Finally, capability building workshops for the barangays and the “Small Brother” municipalities were conducted to put in place the system. These activities were all implemented in the early part of 1999. Technical assistance was provided by Mindanao Philippines (MinPhil), a reputable NGO based in Davao City. Some of their resource persons were instrumental in the conduct of orientation activities for MBN in Mindanao.
It took four days to conduct the capability building session for the “Big Brothers” and the province. However, only one day was devoted for the orientation of the “Small Brothers.”

Apart from providing technical assistance in the aforementioned activities, MinPhil assisted in the installation of a computer program at the municipal level. This was undertaken through the development of a computer software to produce computerized MBN data sets and spot maps. MinPhil also conducted training of representatives from the province and the municipalities on the use of the computer. The computer software has already been installed, with some modifications introduced by the staff of the Governor.

MinPhil was also expected to print materials that could serve as advocacy paraphernalia for local government unit leaders. These include: a simplified version of how to install the MBN data in the local dialect, resource information handbook, a barangay council’s guide to project implementation, a community guide in using MBN data to evaluate the effectiveness of basic service delivery, and municipal guide to computerize tabulation of MBN data. These materials are still in the process of being completed by MinPhil.

In the technical proposal, the commitment to community-based approach and gender and development was apparent as the plan incorporated concern for the promotion of community participation and for a greater role of women in participatory development.

Three indicators were added to the 33 indicators as a result of the assessment workshop. These were: (1) household has no livestock raised; (2) household has no backyard/farm garden; and (3) household has no compost pit. These indicators respond to the issues of sustainability and agricultural development. The inclusion of these indicators suggested the initiative of the province to localize MBN to its requirements.

To implement this proposal, financial resources were drawn from the partnership effort of the provincial government, municipal governments, and the Local Government Support Program (LGSP). The LGSP is a program financed by the Canadian International Development Agency (CIDA). The latter was sought by the Governor with the assistance of MinPhil. The provincial government allocated ₱730,000 and shouldered supplies and materials, conferences/meetings/workshops and printing of advocacy materials. The municipal governments gave ₱4,666,840 which supported conferences/meetings/workshops. The LGSP provided a total of ₱1,199,500 that was used for board and lodging, supplies and materials, honorarium of experts, travelling expenses, conferences/meetings, software development, printing and communication expenses. (See Table 1.)

Data Gathering/Consolidation and Planning

Data gathering was started in the province in 1997. This did not cover all municipalities yet. It was during the term of the new Governor when all municipalities were included in the implementation of the MBN approach.

When asked if they used the MBN information for planning at the provincial level, the Provincial Planning Officer said that the province identified the top two priority unmet MBN for each municipality as gathered from the top two ranking problems of each barangay. The municipality was taught how to prioritize according to their funding capability. The information gathered became the basis for planning in 1999 for the year 2000.
municipality was trained to computerize its MBN data sets. It is the municipality which encodes the information. Municipalities select the barangays to be given priority attention. At the barangay level, data collection takes about one to two weeks. Consolidation is done by purok through the assistance of the volunteers. Aggregation of the different purok information is conducted at the barangay level also with the assistance of the volunteers. A Community Affairs Officer undertakes monitoring per municipality.

Reviewing the Annual Implementation Plan for the year 2000, the 20 percent development fund has been channeled to social services, economic services and infrastructure projects. There is even a separate fund allocated for MBN projects in the amount of P 19 million for two priority problems in MBN. Of the total amount of P 54,466,000, 40.4 percent was spent for health and MBN projects, 6.2 percent for economic projects and 53.3 percent for infrastructure projects. Thus, the distribution of the development fund is summarized as follows:

- Social and MBN projects - 40.4%
- Economic projects - 6.2%
- Infrastructure projects - 53.3%

This pattern is a far cry from the total expenditure pattern for the province in 1998 where only 12.4 percent was devoted to social services as against 60.6 percent for economic services (Davao del Norte, 1998: 164).

The intent to respond to unmet MBNs most common among the municipalities is detailed in Table 2. The plan shows the unmet MBN, the projects to meet these needs, the barangays where these projects will be implemented, the amount allocated by the province, and the municipal counterpart. The top two ranking problems for all municipalities identified in the 1999 MBN survey were (1) lack of access to potable water and (2) family income below P 36,000 per year; family member 18 years old and above not in school and not working; and head of the family not working.

Specific MBN problems identified by some municipalities in the top two are also included in the plan. Some examples of the projects and allocation for these are shown in Table 2.

### Table 1. Breakdown of Budgetary Requirements

<table>
<thead>
<tr>
<th>Items of Expenditure</th>
<th>LGSP</th>
<th>Provincial</th>
<th>Municipal/Brgy.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Board and Lodging</td>
<td>P108,000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Supplies and materials</td>
<td>80,500</td>
<td>P487,440</td>
<td></td>
</tr>
<tr>
<td>Honorarium</td>
<td>894,500</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Travelling expenses</td>
<td>185,000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Conferences/meetings/workshops</td>
<td>24,000</td>
<td>212,560</td>
<td>P4,666,840</td>
</tr>
<tr>
<td>Software development</td>
<td>22,500</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Printing</td>
<td>170,000</td>
<td>30,000</td>
<td></td>
</tr>
<tr>
<td>Communication expenses</td>
<td>15,000</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>P1,199,500</td>
<td>P730,000</td>
<td>P4,666,840</td>
</tr>
</tbody>
</table>
These two problems cited here refer to (1) no access to potable water, and (2) low income and unemployment.

Table 2. Projects and Allocation for Top Two Unmet MBNs (Year 2000)

Assessment of MBN

From the perspective of the Provincial Planning Officer, the MBN approach is valuable because of the objective information provided by the system. The data are clear; the person formulating the plan does not have to think hard of what projects to undertake. In fact, the Planning Officer claims that it is even easier to plan because the projects are already identified by each barangay. It is an empowering tool because the barangays are the ones who indicate their priority concerns in consultation with community leaders.
Showcasing a Priority Area in MBN Implementation:
Barangay Taba, Carmen

Municipal Context: Municipality of Carmen

PROFILE

The municipality of Carmen in Davao del Norte is 14 kilometers from Tagum City, where the capitol is based. It is now a third class municipality. It comprises 22 barangays. In 1995, the total population registered 57,760 and the household population was 11,027.

In 1996, three pilot barangays were identified for CIDSS/MBN implementation, namely, Ising, Taba and Mabaus. An expansion barangay (Guadalupe) was added in the succeeding year. CIDSS targeted the municipality of Carmen due to its poor condition, as well as its accessibility to the provincial center that can facilitate monitoring activities.

SOCIAL PREPARATION

Social preparation for CIDSS in the municipality started in 1996 but the MTWG was created only in 1997. Following this, the MTWG underwent an SRA orientation for half a day conducted by the Regional TWG. Capability building activities were supported from CIDSS funds amounting to about P10,000 covering for materials, food and travel expenses of MTWG members. In 1999, the local government spent P16,000 for travel and food expenses, MBN forms for its re-orientations. MinPhil assisted in the re-orientation of the municipality.

The Municipal Social Welfare and Development Officer (MSWDO), being the municipal CIDSS Coordinator up to 1998, organized the MTWG that was chaired by the Mayor. Admittedly, the NGO sector is not represented in the MTWG. The MSWDO coordinated meetings; initiated the conduct of capability building activities; and, provided technical assistance in the conduct of MBN surveys. The MSWDO monitored all CIDSS/MBN activities and consolidated MBN data from the barangays. The MTWG members did not feel the need to meet on a regular basis but coordinated the monitoring of MBN activities.

The municipality started covering all barangays for MBN implementation in 1998. Since that time, the MPDC became the MBN Secretariat but CIDSS/MBN supervision remained with the MSWDO.

DATA COLLECTION AND UTILIZATION OF MBN DATA IN PLANNING

The priority problems that emerged in the first MBN survey in CIDSS areas were lack of access to potable water, unemployment and low income, families having been victimized by natural disaster, housing not durable, lack of sanitary toilets, children not attending school, malnutrition, and couples not knowledgeable regarding family planning. (See Table 3.)
Table 3. Top 10 Unmet MBNs in 1997, Status in 1998 and Change (in %)

<table>
<thead>
<tr>
<th>Indicator</th>
<th>1997</th>
<th>1998</th>
<th>% Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. No access to potable water (faucet/deep well w/in 250 meters).</td>
<td>92.0</td>
<td>5.0</td>
<td>87.0</td>
</tr>
<tr>
<td>2. Families w/ income below subsistence threshold level.</td>
<td>78.3</td>
<td>33.6</td>
<td>44.7</td>
</tr>
<tr>
<td>3. Family member displaced by natural disaster.</td>
<td>51.6</td>
<td>16.0</td>
<td>35.6</td>
</tr>
<tr>
<td>4. Housing not durable for at least 5 years.</td>
<td>44.3</td>
<td>17.3</td>
<td>27.0</td>
</tr>
<tr>
<td>5. No access to sanitary toilets (water-sealed, antipolo, flushed).</td>
<td>25.6</td>
<td>0.7</td>
<td>24.9</td>
</tr>
<tr>
<td>6. Children 3-6 yrs. old not attending day care.</td>
<td>22.3</td>
<td>9.6</td>
<td>12.7</td>
</tr>
<tr>
<td>7. Children 13-16 yrs. old in high school.</td>
<td>19.6</td>
<td>5.6</td>
<td>14.0</td>
</tr>
<tr>
<td>8. No severely and moderately underweight children under 5 yrs. old.</td>
<td>18.3</td>
<td>3.0</td>
<td>15.3</td>
</tr>
<tr>
<td>9. Couples practicing family planning.</td>
<td>18.0</td>
<td>9.3</td>
<td>8.7</td>
</tr>
<tr>
<td>10. Other family members 18 yrs. old and above employed.</td>
<td>17.6</td>
<td>6.0</td>
<td>11.6</td>
</tr>
</tbody>
</table>

Average Change 28.2

Majority of the unmet MBNs in 1997 was partly addressed as reflected in Table 4. However, funding for the interventions that were implemented was not adequate to respond to all target beneficiaries particularly for housing development; installation of water tanks and deep wells; and provision of livelihood activities. Due to inadequacy of resources, prioritization of beneficiaries that were to receive the assistance was not easy since each one was in dire need. However, families who had more children and whose dwellings were severely damaged were selected as target beneficiaries during the first year. Nevertheless, there was an average improvement in these needs by 28.2 percent from 1997-1998.

As can be noted in Table 5, similar unmet MBNs still emerged in 1999. It is noticeable that sanitary toilets, malnutrition and out-of-school youths tremendously decreased in 1999 compared with the percentage of unmet need in the earlier years. The decrease was a result of the availment of toilet bowls as well as skills training on toilet construction given to target beneficiaries in 1998. In addition, parent effectiveness and family planning seminars were provided. Health services like deworming and distribution of vitamins were also undertaken. To address the need for education, out-of-school youths were also given assistance.

Table 5. Top 10 Unmet MBNs in 1999

<table>
<thead>
<tr>
<th>Rank</th>
<th>Indicator</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Other family member 18 yrs. old and above unemployed</td>
<td>80.0</td>
</tr>
<tr>
<td>2.</td>
<td>Families with income below ₱3,000</td>
<td>63.4</td>
</tr>
<tr>
<td>3.</td>
<td>No access to potable water</td>
<td>37.6</td>
</tr>
<tr>
<td>4.</td>
<td>No compost pit for garbage disposal</td>
<td>30.5</td>
</tr>
<tr>
<td>5.</td>
<td>Family members victimized by calamities like drought, flood, quake, etc.</td>
<td>30.1</td>
</tr>
<tr>
<td>6.</td>
<td>Children 3-5 yrs. old not attending day care/preschool</td>
<td>25.8</td>
</tr>
<tr>
<td>7.</td>
<td>Head of the family unemployed</td>
<td>25.2</td>
</tr>
<tr>
<td>8.</td>
<td>Housing not durable for at least 5 years</td>
<td>18.9</td>
</tr>
<tr>
<td>9.</td>
<td>Families without livestock</td>
<td>18.8</td>
</tr>
<tr>
<td>10.</td>
<td>Families without vegetable garden</td>
<td>13.3</td>
</tr>
</tbody>
</table>
Table 4. Unmet Needs vis-avis Programs, Interventions and Corresponding Fund Allocation (1997)
Since the province decided to add three more indicators to the list of 33, new indicators on proper garbage disposal, ownership of livestock and growing of vegetable garden figured in the top ten unmet MBN in 1999.

The 1999 municipal development plan attempted to address majority of the unmet MBNs particularly on income and employment. To further minimize the unmet MBNs in previous years, the municipality tapped additional resources to provide for the priority MBNs. Convergence efforts were strengthened particularly by counterpart funding from various levels which were allocated to the identified programs and projects. As shown in Table 6, the total budget for development projects amounted to ₱58.7 million, with the barangay contributing 2.2 percent while the municipal and provincial governments sharing 7.9 percent and 23.9 percent, respectively. The biggest bulk (66%) of the total development cost was financed from the national government funds. Apart from the monetary counterpart of the barangays, free labor was also provided by the beneficiaries.

### Table 6. Sources of Funds (1999)

<table>
<thead>
<tr>
<th>Sources</th>
<th>Amount</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Barangay</td>
<td>₱1,284,500</td>
<td>2.2</td>
</tr>
<tr>
<td>Municipal</td>
<td>4,630,040</td>
<td>7.9</td>
</tr>
<tr>
<td>Provincial</td>
<td>14,022,000</td>
<td>23.0</td>
</tr>
<tr>
<td>National</td>
<td>38,765,300</td>
<td>66.0</td>
</tr>
<tr>
<td>Total</td>
<td>₱58,701,840</td>
<td>100.0</td>
</tr>
</tbody>
</table>

From the total budget allocation, ₱18 million was channeled for employment (i.e., river widening) and skills training (i.e., automotive, handicraft, cosmetology, tailoring, dressmaking, mat weaving, food processing, and livestock raising, among others).

Water and sanitation needs were given ₱9.5 million for the installation of water system, construction of water tanks and reservoir, installation and rehabilitation of water pipes, and spring development. Funds for information dissemination on the value of setting up compost pit as well as monitoring activity were also provided ₱722,500. Environmental and ecological preservation likewise received ₱6.8 million for such projects as reforestation, protection of dikes, construction of seawalls, construction of drainage and canals, maintenance and rehabilitation of roads and bridges, and capability building on disaster management. Education and literacy improvement for school children received ₱4.6 million to support the construction of day care centers, operation of the day care centers and parent effectiveness development.

A total of ₱18.8 million was channeled to housing and shelter development for such projects as house repair and relocation of beneficiaries, including a housing project initiated by the National Housing Authority. The Housing Authority committed the amount of ₱14 million that was earlier planned to provide loans to 155 flood victims in Barangays Asuncion and Magsaysay. A summary of these projects in 1999 is provided below.

- Employment - ₱18,000,000
- Water and sanitation - ₱9,500,000
- Compost pit - ₱722,500
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- Environment - 6,800,000
- Education/literacy - 4,600,000
- Housing - 18,800,000

More than ₱700,000 worth of program services were allocated to the four CIDSS barangays alone. Almost half of this was provided by the CIDSS (47.6%), while the barangay/community and LGU contributed the other half. Congressional allocation through the Technical Education and Skills Development Authority (TESDA) also accounted for 2.4 percent of the project cost.

For Year 2000, about ₱1.7 million was allocated from provincial funds for MBN projects that specifically address income and unemployment problems. Municipal and barangay funds amounting to almost ₱1 million were likewise allocated. Families not targeted in earlier years received these livelihood benefits. This was made possible through the commitment of the Governor to MBN.

PROBLEMS/FACILITATING FACTORS

The municipality did not experience major problems in MBN implementation except during the initial years when the transfer process of MBN technology was rather snail-paced.

The MSWDO observed that implementors at the municipal level are now technically equipped for MBN implementation. Likewise, POs are committed to the technology and have improved capabilities in bookkeeping and data collection unlike in the initial years when barangay volunteers were still groping with the newly introduced MBN approach. From low self-esteem and awareness, passive attitude and lack of technical knowledge, people’s organizations and families gradually evolved to become more active in community activities. They have also improved their knowledge and attitude towards community development. Involvement in MBN also fostered a sense of unity and collaboration.

Recently, the LGU had also started data computerization to facilitate data recording, retrieval and analysis.

Barangay Context: Barangay Taba

PROFILE

Taba was chosen as one of the three priority areas for CIDSS. It has 308 families in 1997 with a total population of 1,476 (Taba, 1997). The total number of households declined to 205 in 1999, according to the latest MBN survey. The total land area is 630 hectares. The barangay is about five kilometers from the Poblacion.

Dependency is high as 30 percent of the total population is below 13 years old or 60 years old and above. Educational attainment is quite low with 74.6 percent of the population having 0-6 years of education (Taba, 1997).

The area is predominantly agricultural with 66 percent engaged in farming. About 71 percent has monthly family incomes of ₱1,200 and below, according to the 1997 Profile of the area.
Two NGOs have been reported in its Socioeconomic Profile as operational in the area. These are the Catholic Relief Service and the Rural Improvement Club.

The bases for the identification of these priority areas were: being depressed, being prone to disaster (i.e., being flooded during rainy season) and unemployment.

Taba was the first barangay to set up CIDSS in the municipality.

**Social Preparation**

Social preparation of the municipality was undertaken by the CIDSS Worker together with the MSWDO as early as 1996. She gave the orientation before the Sangguniang Bayan (the local legislative body), Office of the Mayor and Department heads before going to Barangay Taba. The orientation for the municipality was only conducted for one hour focusing on SRA-CIDSS, span of the project and how the areas were to be selected. The MSWDO selected the area. The CIDSS Worker was eventually absorbed by the municipality of Carmen in July 1999 and acted as the local government-based CIDSS Worker.

With the proclamation of MBN as the key approach in the province in 1998, an orientation was conducted in the municipality with the “Big Brother,” Panabo, serving as the lead in the orientation.

Preparation of the barangay took about six months and included the conduct of courtesy call to the Barangay Captain, orientation of barangay officials, the identification and orientation of purok leaders, identification of the problem, identification of projects and formulation of community level structures, such as those for livelihood, sanitation and supplemental feeding.

The CIDSS Worker visited the purok and contacted the purok leaders to help identify community leaders. Community leaders were the ones who met with purok leaders in monthly meetings. They helped in identifying projects using the MBN information system. Each purok has its own officials composed of the President, Vice President, Secretary and Treasurer. Oftentimes, if the purok leader is not functioning for community projects, the community leader in a purok takes the lead role.

The cost involved in training of the BTWG was shouldered by both the municipality and the barangay. The counterpart of Taba was the venue, sound system and chairs. The municipality spent about P80 per person per day for three days. Twenty-five persons were trained comprising the core leaders. Resource persons came from the municipality, apart from the CIDSS Worker. In turn, the church also participated in lecturing on values orientation.

**The BTWG**

The BTWG was formed with the Captain as the head and with members composed of all barangay officials and three community volunteers. The three volunteers are active members of the BTWG. The BTWG meets every month until now.

Two of the purok leaders are active in the BTWG and their involvement has led to the expansion of the BTWG from 14 to 16 members.
Cycles of MBN data collection were conducted in December 1996, December 1997, December 1998, and December 1999. One hundred poor families were identified who were the most in need for prioritization in service delivery in the first two years. Subsequently, targeting was done, depending upon the number of families affected and the priority problems addressed by the barangay.

The cost involved for gathering data in the barangay was shouldered by the region and the barangay. The materials used for gathering data were provided by the regional office of the DSWD. Community residents volunteered for an average of two weeks per data collection. The barangay’s contribution was for the food of the volunteers. The volunteers were not given any monetary remuneration. Since volunteerism was strongly emphasized in the training, the volunteers did not expect to be paid for their contribution in data collection. A total of 25 volunteers had been trained for data collection. They were also trained in processing data and therefore took a lead role in tallying the information. They were even taught how to compute the percentages of the MBN data gathered.

Initial consolidation took place in the purok before aggregation was made at the barangay level. Consolidated data on MBN were presented in a purok assembly to be able to validate the information and to obtain recommendations for the key problems identified. Thereafter, data were presented in a general assembly with the Captain calling for a meeting. Because the Captain has commitment, MBN could easily be implemented. About 50 persons attended the latest barangay assembly. People’s organizations (POs) were involved in these meetings. For instance, in making a decision where to locate the solar drying machine, negotiation took place. The proposal of one purok to locate it near its area was overruled by other purok leaders.

Another instance of cooperation was exemplified in the construction of a daycare center. Since the amount allocated for it was only ₱80,000, community members helped in the construction by providing free labor. It was also agreed in the assembly for every family to donate ₱25.00 to ensure its completion. Half of the total families in the barangay gave their contribution.

A data board was set up in 1998. This was installed with the assistance of one of the beneficiaries of a livelihood program. He donated ₱700.00 for its construction. Volunteers, 25 in all, assisted in setting up this board. The unfortunate event is that this was washed away by a severe flood that affected the barangay.

The top 10 unmet MBNs are reflected in Table 7 for the baseline year of 1996 and the progress on these indicators is shown in 1998. The top ranking problems in the baseline year were poor access to potable water; low income and unemployment; lack of sanitary toilet facility; being severely affected by natural calamity; children in ages 13-15 not attending high school; couples not practicing family planning; children 15 years old and above engaged in hazardous occupation; and, housing not durable for five years.
Table 7. Top 10 Unmet MBN in 1996, Status in 1998 and Percent Change

<table>
<thead>
<tr>
<th>Rank</th>
<th>Indicators</th>
<th>1996</th>
<th>1998</th>
<th>% Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>No access to potable water</td>
<td>85.4</td>
<td>0.0</td>
<td>85.0</td>
</tr>
<tr>
<td>2.</td>
<td>Family with income below subsistence level</td>
<td>67.5</td>
<td>56.5</td>
<td>9.0</td>
</tr>
<tr>
<td>3.</td>
<td>No sanitary toilet</td>
<td>57.8</td>
<td>1.7</td>
<td>56.1</td>
</tr>
<tr>
<td>4.</td>
<td>Family members 15 years old and above unemployed or not in school</td>
<td>50.0</td>
<td>58.9</td>
<td>- .9</td>
</tr>
<tr>
<td>5.</td>
<td>Family severely affected by natural calamity</td>
<td>33.4</td>
<td>70.9</td>
<td>- 25.5</td>
</tr>
<tr>
<td>6.</td>
<td>Children 13-15 not in secondary school</td>
<td>31.5</td>
<td>25.5</td>
<td>6.0</td>
</tr>
<tr>
<td>7.</td>
<td>Children 3-5 not attending day care</td>
<td>30.8</td>
<td>22.2</td>
<td>8.6</td>
</tr>
<tr>
<td>8.</td>
<td>Couples not practicing family planning in the last 6 months</td>
<td>28.6</td>
<td>9.2</td>
<td>19.4</td>
</tr>
<tr>
<td>9.</td>
<td>Children 15 years old and above engaged in hazardous occupation</td>
<td>27.3</td>
<td>2.9</td>
<td>24.4</td>
</tr>
<tr>
<td>10.</td>
<td>Housing not durable for 5 years</td>
<td>25.3</td>
<td>18.0</td>
<td>7.3</td>
</tr>
</tbody>
</table>

Average for 1996-1998: 19.7

Average per year: 9.8

In 1998, there was an improvement in the situation of the families on eight indicators. However, there was a deterioration on two indicators (i.e., family severely affected by natural calamity and family members 15 years old and above unemployed). On the whole, the average improvement per year was 9.8% for the ten indicators, in spite of the deterioration experienced on two indicators.

The general improvement experienced for most of the indicators could have been brought about by the prioritization of the four MBN indicators in 1996. (See Table 8.) The activities undertaken which were directly related to the unmet MBNs include setting up a water system and toilet facility (for lack of sanitary water and toilet facility); livelihood projects (to augment the family’s income); and training on disaster management and cleaning up the canals (to prevent flooding in the locality). An additional project was seeking the support of the municipality to install electricity in the area, which was not included in the MBN information system but was a basic need in the community’s point of view and included in the plan. This was gathered in the Family Form. The plan indicated the persons responsible and convergent effort of various agencies of the national and local governments. A significant feature was the role of the community in the development process.

The plan was further improved in 1998 since more specific information on the monetary contributions of various levels of government had been indicated. Furthermore, the labor extended by the community had been given a monetary equivalent. The top five MBN problems and the corresponding projects to deal with each problem had been indicated in the community development plan. It can be seen in Table 9 that CIDSS intervention also led once more to convergence of efforts and resources of national, municipal, and barangay governments, including that of the community. Two additional activities were included in the list which pertained to infrastructures like lack of access to the health center and lack of electricity in the barangay.
In 1998, the barangay government shelled P45,500. The municipality gave a share of P25,000. The biggest monetary contribution was given by the national government in the amount of P750,000. The community contributed their labor for five of the seven projects undertaken by the barangay. This was given an equivalent value of P107,000.

In 1999, data collection was completed using the new MBN form where the three indicators were added and two indicators with the age bracket of 15 was raised to 18, thus: (1) children until age 18 are engaged in hazardous occupation; and, (2) members of the family 18 years old and above are engaged in gainful employment.

The top three ranking problems in 1999 were still poverty-related since such indicators referred to unemployment and low income. In fact there was a deterioration compared with the 1999 status. It can be recalled that severe flooding has visited the area in the previous year and this could have affected the livelihood of the families. This could have led to migration outside of the barangay since the total number of families registered was 204 as against more that 300 in 1997. (See Table 10.)

The same table shows deterioration of housing condition, children attending day care and couples not practicing/no access to family planning. New problems cropped up like school age children staying out of elementary school, lack of compost pit and lack of a vegetable garden. However, six problems that had been in the top ten in 1996 no longer
appear in 1999. These were: no access to potable water; no sanitary toilet; family severely affected by natural calamity; children 13-15 years old not in secondary school; and children 15 years old and above engaged in hazardous occupation.

Table 10. Top 10 Unmet MBNs in 1999

<table>
<thead>
<tr>
<th>Rank</th>
<th>Indicators</th>
<th>1999</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Family with income below subsistence level</td>
<td>80.0</td>
</tr>
<tr>
<td>2.</td>
<td>Family members 18 years old &amp; above unemployed or not in school</td>
<td>66.0</td>
</tr>
<tr>
<td>3.</td>
<td>Head of family unemployed</td>
<td>53.1</td>
</tr>
<tr>
<td>4.</td>
<td>No vegetable garden</td>
<td>46.8</td>
</tr>
<tr>
<td>5.</td>
<td>Housing not durable for 5 years</td>
<td>44.2</td>
</tr>
<tr>
<td>6.</td>
<td>Children 3-5 years old not attending day care</td>
<td>36.3</td>
</tr>
<tr>
<td>7.</td>
<td>No compost pit</td>
<td>33.3</td>
</tr>
<tr>
<td>8.</td>
<td>Couples not practicing family planning in the last 6 months</td>
<td>32.3</td>
</tr>
<tr>
<td>9.</td>
<td>Couples without access to family planning</td>
<td>27.4</td>
</tr>
<tr>
<td>10.</td>
<td>Children 5-12 years old not in school</td>
<td>22.5</td>
</tr>
</tbody>
</table>

Facilitating Factors

A contributory factor in enhancing the implementation of MBN is the commitment and interest of the Barangay Captain to the approach. According to the CIDSS Worker, the Captain understands the value of the approach because “he is an empowered local executive.” Limited schooling has not hindered his leadership in the barangay. Even if he is “only a high school graduate,” the Barangay Captain relies on indicators as a basis for decisionmaking. In fact, he was supposed to get an award for his leadership by an NGO based in Manila. However, he was not able to collect the award because he could not afford the travel expenses. The announcement by the Governor that MBN is the overarching policy of the province reinforced the commitment of the Captain to MBN and an assurance of support to problems which could not be addressed by the locality.

Effect on the Community

What has MBN done to the community? According to the Barangay Health Worker (BHW) interviewed, the residents became more aware of problems in the community and became involved in preparing action plans to these needs. When they made an evaluation of the projects implemented in the community, they are sustained until the present such as livelihood projects like charcoal making and mushroom growing.

Purok evaluation is done yearly by the barangay officials.

In the BHW’s assessment, the rate of improvement of the quality of life in the area, in a scale of 1 to 10, is 8.
Conclusions

The experience of Davao del Norte in the implementation of MBN is quite impressive since the Governor has taken the initiative to declare the methodology as its platform when he was installed into office. This was effectively translated in the provincial planning process by including the top two ranking unmet MBN of the different barangays in the provinces’ budget. The province renewed its orientation for the approach by contracting an NGO to take a lead role in advocating the approach in the entire province, highlighting the value of the participatory approach and incorporating sustainable development and gender issues in the MBN data gathering and analysis. Three indicators had been added in the set of indicators of MBN. These addressed sustainability (i.e., families with compost pit) and health and nutrition (i.e., families with vegetable garden and raising of animals).

A critical feature of the province’s implementation of MBN is the introduction of computerization to improve the process of data consolidation and analysis. This had been installed at the municipal level with support provided by the province and through a foreign-funded project, Local Government Support Program.

Social preparation of the different municipalities applied an innovative approach of “Big Brother-Small Brother” concept where smaller municipalities were assisted by the more progressive “Big Brothers” in learning the technology.

The showcase barangay is located in the Municipality of Carmen. Its local chief executive is noted for his commitment to the application of the approach. He reportedly included the unmet MBN as a basis for planning development projects. People’s organizations assisted in the preparation of development plans by assuming a role in determining projects responsive to their needs. Flooding, however, has severely affected the barangay in 1999 and could have led to deterioration in some MBN indicators that remarkably improved from 1996-1998. Nevertheless, four top ranking problems in the baseline years were no longer encountered in 1999.

Lessons Learned

What are the lessons learned in this case study on the theory and practice of public administration.

1. Political will is critical to forge innovation. The study demonstrates the importance of political will in forging innovations in governance. Political will in Davao del Norte has served as a springboard for sustaining and enhancing a management technology that engenders people empowerment and one that ensures reliance on objective data to identify priority problems in the locality. In spite of the fact that the methodology is not nationally mandated, the commitment and zeal of the local executive provided direction to the entire province to sustain the approach.

2. Interface of government and civil society maximizes resources. The openness of the governor to partner with NGOs strengthened the capacity of the local government for innovative technologies. In the case of Davao del Norte, the application of community-based perspective was advocated in the different levels of the bureaucracy. Ensuring efficient
administration of information has also been made possible through the partnership effort between MinPhil and the province to develop its information technology for MBN.

3. Community mobilization is a necessary strategy for empowerment. Community residents have been motivated to give their share to formulate, finance and implement projects because of the investment in community mobilization. Preparing the community to get organized to effectively participate in local governance is a necessary step to community participation. It is an investment which local governments can make for local residents to value the essence of participation.

4. Objective data serve as guide for higher level authorities in prioritizing projects. Planning has been facilitated by the existence of indicators to target those in need as well as to rationalize planning process. This also avoids implementation of projects that will not be beneficial to improving the quality of life of the community.

ENDNOTE

1 Clusters of 10-25 households situated contiguously in the barangay (Santiago, 1997: 514).

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KEY INFORMANTS

Province of Davao del Norte

Brigida Cudal, Provincial Planning Officer, 28 February 2000
Rodolfo del Rosario, Governor, 27 July 2000
Ma. Lourdes Lauron, Provincial Statistician, 28 February 2000
Ma. Teresa Pacatang, CIDSS Worker for Taba, Carmen, 28 February 2000
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Municipality of Carmen

Luzmina Atabelo, Municipal Social Welfare Officer, 28 February 2000
Ma. Teresa Pacatang, Social Welfare Officer, 28 February 2000
Appendix A

MBN Indicators