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**Local Government Monitoring Tools for the  
Millennium Development Goals (MDGs)**

by  
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# **“Local Government Monitoring Tools for the Millennium Development Goals (MDGs)”**

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## **I. Background**

In September 2000, the United Nations General Assembly concluded the Millennium Development Summit with the adoption of the Millennium Declaration renewing global commitment of member states to reduce poverty and the worst forms of human deprivation.

The Millennium Development Goals (MDGs), set within 2015, affirm and reinforce the agreements on the goals and targets toward eliminating extreme poverty worldwide. The MDGs, while echoing past promises and commitments, is unprecedented in its nature, scope, and specificity. Its objectives have measurable outcomes, timelines for achievements, and clear indicators for monitoring progress.

The Philippines, as UN-member, is a signatory to the Millennium Declaration and has committed to craft its 2005-2009 Medium Term Philippine Development Plan (MTPDP) around the MDGs.

As the goals are holistic and interrelated, the process of working together in partnership at the national, regional and local levels is very important. Meeting the requirements for MDGs will entail collaborative efforts of major, stakeholders – the national and local government units (LGUs) as well as the private sector for interventions geared toward mainstreaming the MDGs in the local development agenda.

## **II. Local Government Units’ Role on MDG**

The real implementation is happening at the local level. Local Government Units as frontline institutions in responding to the increasing service delivery requirements of their constituents has the primary responsibility in the implementation of the MDG responsive programs and activities.

Under the Local Government Code of 1991 such promotion of public health and safety, enhancement of people’s right to a balanced ecology, enhancement of economic prosperity and social justice, promotion of full employment among the residents, maintenance of peace and order and preservation of the comfort and convenience of the inhabitants, among others, are the mandates of LGUs.

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The better local governments are able to target and develop the right interventions, the better will be the results on poverty reduction, health, sustainable development and education.

### III. Reallocation of Resources Towards Basic Services

The Millennium Declaration calls for the increased public spending together with a reallocation of such spending in favor of basic services in education, health care, reproductive health, nutrition, early childcare, social welfare, low cost water supply and sanitation. With significant chunk of public expenditure decisions made at the local levels, the responsibility of realizing the MDGs rests on local governments. This underlines the indispensable role of local governments in the provision of these basic services.

Based on a study conducted by Manasan (2002), provincial governments allocated 12 percent of their budget on basic social services in 1998. The ratio of city governments stood at 16 percent in the same year. In municipalities, basic social services, on the average accounted for 15 percent of the total spending between 1997 and 2001 (Pascual, 2003).

The data also reveals that there is a positive relationship between basic social services spending ratio and income level. The ratio for the richest group of municipalities stood at 22% and drops to 14% for 2<sup>nd</sup> class municipalities and continuously declines to measly 5% for the poorest municipalities.

**Basic Social Services of Municipalities by Class, 1997-2001  
(in percent to Total Expenditure)**

Class of Municipality	Core Basic Social Services			
	1997	1998	1999	2001
1	21.4	22.3	20.4	21.9
2	13.6	14.1	14.4	14.3
3	14.1	15.0	14.1	13.2
4	14.3	14.2	13.7	13.0
5	13.2	13.5	12.6	11.8
6	5.6	5.5	5.3	4.9

Among the basic social services, health and sanitation accounts to 45-89% of municipal spending, followed by education with 6-42% of municipal spending. Water and sanitation and family planning accounted for barely 12%.

**Percent Distribution of Municipal Basic Social Services Spending  
by Basic Social Services Component  
2001**

Class of Municipality	% Distribution of Municipal Basic Services Spending			
	Education	Health & Sanitation	Family Planning	Water & Sanitation
1	42.2	45.1	0.2	12.3
2	27.4	64.4	0.4	7.9
3	17.8	76.9	0.3	5.0
4	15.1	76.8	0.4	7.8
5	11.2	82.7	0.4	5.8
6	6.1	89.3	1.6	3.0

Based also on the study by Pascual, local government spending has a positive impact on the provision of public health services particularly availed by relatively poor constituents. This confirms previous results indicating that the poor are the predominant users of public services. This underscores the need to encourage local governments to reallocate resources towards basic services.

**IV. LGU Options to Address MDGs**

Along with other local priorities, LGUs are enjoined to realign their programs, projects and activities (PPAs) and increase their budgetary allocation for basic social services. LGUs have to make considerable efforts to integrated MDGs into their Local Development Plans including adopting local policies and programs to facilitate the achievement of MDGs. LGUs must allocate larger proportion of local resources on basic social services – education, health, reproductive health services, water

and sanitation, nutrition, and so on – that indirectly stimulate economic growth but also directly impact on human development.

The MDGs adhere to the basic services component such as basic health care, nutrition, population programs and reproductive health, environmental health clean water supply and sanitation, and basic education.

Some of the LGUs options to address MDGs are as follows:

***Goal 1: Eradicate extreme poverty***

1. Provision of livelihood and employment opportunities for farmers and fisherfolks through community enterprise and skills training
2. Development micro-enterprises through small scale loans and trainings
3. Provision of basic training on household food security such as home gardening, backyard livestock industry and inland fishing
4. Provision of low cost water supply like hand-pumps, gravity fed systems, rain water collection, shallow/deep/artesian tube wells
5. Development/construction of low cost sanitation facilities like VIP and other latrines
6. Provision of basic hygiene education and training for households
7. Construction/installation of solar dryer, multi-purpose pavement, post harvest facilities, rice and corn mills, warehouses
8. Purchase of farm equipment, supplies and other farm inputs
9. Construction/maintenance of public access such as roads, farm to market roads, foot bridge/bridge

***Goal 2: Achieve universal primary education***

1. Construction/rehabilitation of school facilities such as school buildings with toilets, day care centers, public libraries, basic science laboratory rooms
2. Purchase of books, desks and other school equipments
3. Construction of day care centers and pre-school institutions
4. Construction and maintenance of access roads going to schools
5. Provision of free elementary and secondary education

***Goal 3: Promote Gender Equality and Empower Women***

1. Allocation of 5% LGU budget for gender and development programs/projects/activities (PPAs) addressing MDGs
2. Provision of livelihood for marginalized women
3. Organization of local women councils
4. Establishment of Women's Desk
5. Conduct of Vocational and Technical Trainings/Seminar for Women and mothers
6. Empowerment of women thru participation in governance
7. Conduct training and employment opportunities to persons with disabilities
8. Promote equal access of women and men with disabilities to training and employment opportunities

***Goal 4: Reduce Child Mortality***

1. Weighing program for all children 0-2 years old once a month
2. Immunization of all children against tuberculosis, diphtheria pertussis, tetanus, measles and Hepatitis B
3. Provision of one dose Vitamin A once a year to all children 6-11 months and one dose of vitamin A at least twice a year to all children 1-5 years old
4. Provision of training for mothers on food production, food preparation, food fortification
5. Implement school-based nutrition programs such as School Milk Project, National Feeding Program, Breakfast Feeding Program
6. Advocate Breast Feeding among lactating mothers
7. Provision of iron vitamins for infants
8. Provide infrastructure facilities such as health centers, day care centers, primary/secondary health care centers
9. Implementation of ASIN Law

***Goal 5: Improved Women's Reproductive Health***

1. Conduct advocacy and other related services on the following reproductive health issues:
  - family planning
  - counseling or reproductive health
  - information and education on pre-natal and post natal care
  - prevention and appropriate treatment of infertility
  - treatment of reproductive tract infections, STDs and other reproductive health conditions
2. Provision of free pre-natal check ups for all pregnant women and emergency obstetric care to all pregnant women
3. Provision for immunization activities against tetanus to all mothers

4. Develop capabilities of health workers in the areas of maternal care and childbirth
5. Initiate Safe Motherhood Program to ensure healthy pregnancies, safe childbirth for mothers and ensure birth of normal weight babies
6. Improve access of mothers to antenatal and post partum care, reproductive health services in public clinics and hospital
7. Conduct referrals for family planning services and diagnostic treatment for complicating pregnancy, delivery and abortion

***Goal 6: Combat HIV/AIDs, Malaria and Other Diseases***

1. Massive information campaign on sex education, AIDS/dangers of AIDS, how to prevent AIDS
2. Provision of AIDS prevention facility in public hospitals
3. Establishment of data bank on HIV/AIDs infected persons
4. Promotion of the use of condoms
5. Provision of technical assistance and logistic support to eradicate infectious diseases such as malaria, TB, AIDS/HIV
6. Intensify health medical check-up for the vulnerable groups such as commercial sex workers and the IPs against malaria
7. Conduct of defogging and declogging of canals/esteros
  - a. Encourage full support of private sector especially owners of bars, night spot, hotel and other related establishment to participate in the awareness education of sex workers

***Goal 7: Ensure environmental sustainability***

1. Conduct of reforestation in watershed areas
2. Enforcement of forest laws, rules and regulations to protect the environment
3. Institutionalization of multi-sectoral Forest Protection Committees in all levels of LGUs
4. Implementation of community-based forestry project which includes integrated social forestry and commercial forest
5. Establish parks, greenbelt and other similar forest development projects
6. Protection of Integrated Protected Area System
7. Creation of a Multi-Sectoral Committee on Environmental Management
8. Formulation of Comprehensive Environment Master Plan
9. Provision of sites for socialized housing purposes
10. Conduct of inventory for beneficiaries of socialized housing projects
11. Provide livelihood facilities in relocation sites

## **V. LGUs Monitoring Tools for MDGs**

Achievement of the Philippine commitments on MDGs can not be done solely at the national level. Real implementation and delivery basic services compliant to the MDGs is happening at the local level, therefore monitoring local monitoring systems for LGUs compliance to necessary.

There are existing tools and instruments used in monitoring LGU compliance to MDG, to name are few are as follows:

### **1. *Minimum Basic Needs-Community Based Information System (MBN-CBIS)***

The Minimum Basic Needs (MBN) Approach is a strategy of prioritizing primary requirements for survival, security and enabling needs of the family and community. It is a way of using basic needs as basis for situation analysis, planning, implementation, monitoring and evaluation.

The MBN approach to improved quality of life was adopted as a strategy for convergence in the Social Reform Agenda (SRA).

Basic information which can be generated under the MBN Approach are as follows:

#### Survival

- Food and Nutrition
- Health
- Water and Sanitation
- Clothing

#### Security

- Shelter
- Peace and Order/Public Safety
- Income and Employment

#### Enabling

- Basic Education and Literacy
- People's Participation
- Family Care/Psychosocial Needs

### **2. *Integrated Rural Accessibility Planning (IRAP)***

The Integrated Rural Accessibility Planning (IRAP) is a local level planning tool. It is a simple, relatively inexpensive and easy-to apply data gathering and analytical procedure for planning. It focuses on access of rural households to basic goods, services and facilities.

IRAP is a poverty reduction monitoring tool based on accessibility information. The IRAP procedure aims to contribute to the socio-economic development and poverty reduction efforts of the country through effective development planning capacity at the local levels.

IRAP application results in the generation of accessibility information relating to:

Subsistence needs

- Potable water
- Fuelwood collection
- Domestic food production

Economic needs

- Roads and transport systems
- Markets
- Agricultural inputs
- Postharvest facilities
- Electricity

Social needs

- Health services & facilities
- Education services & facilities

### **3. Local Government Performance Measurement System (LGPMS)**

The LGPMS is designed to introduce a practical and comprehensive approach in evaluating local government capabilities in the delivery of essential public services. As an assessment tool, it has the ability to identify service improvement areas, as well as to determine the extent of improvements achieved. LGPMS provides indicators and programmatic local services standards intended to measure the efficiency, effectiveness, adequacy and equity of services provided by local government units to allow them to take corrective actions towards better service delivery performance.

The LGPMS have local measurements systems on following priority areas:

- Governance – financial accountability, transparency, citizen satisfaction, equity and local legislation;
- Administration – development planning, revenue generation, revenue allocation and utilization, human resource management and development and customer services;
- Social Services – health and nutrition, education, housing and basic utilities and peace, security and disaster preparedness;
- Economic Development – agriculture and fisheries development, and business, enterprise and industrial promotion; and
- Environmental Management – natural resources and management, and waste management and pollution control.

### **4. Core Local Poverty Indicator Monitoring System (CLPIMS)**

The Core Local Poverty Indicators (CLPIs) are the minimum set of thirteen (13) carefully selected human development and income-

based indicators which can be used poverty diagnosis and planning. An additional indicator on maternal health was included to harmonized the CLPI with the MDGs.

Below are the (13 CLPI +1) indicators that may be used to assess LGUs baseline information towards MDGs:

<b>MDG</b>	<b>Core Local Poverty Indicators (CLPIs)</b>
<b>Goal 1: Eradicate extreme poverty and hunger</b>	• Proportion of households with income less than the poverty threshold
	• Proportion of households with income less than the food threshold
	• Proportion of persons aged 15 years old and above who are not working but are actively seeking work
	• Proportion of children 0-5 years old who are moderately and severely underweight (below normal-low and below normal-very low)
	• Proportion of households who eat less than three full meals a day
	• Proportion of household members victimized by crime
<b>Goal 2: Achieve universal primary education</b>	• Proportion of 6-12 year-old children who are not in elementary school
	• Proportion of 13-16 year-olds who are not in secondary school
<b>Goal 3: Promote gender equality</b>	(can be generated from indicators Goal 2 since data are gender disaggregated)
<b>Goal 4: Reduce child mortality</b>	• Proportion of children under five years old who died
<b>Goal 5: Improve maternal health</b>	• Proportion of women who died due to pregnancy related causes
<b>Goal 6: Combat HIV/AIDS, malaria, and other infectious diseases</b>	• Proportion of households without access to safe water
	• Proportion of households without sanitary toilets
<b>Goal 7: Ensure environmental sustainability</b>	• Proportion of households who are squatters
	• Proportion of households with makeshift housing

A Poverty Diagnosis and Planning Guidebook was developed to provide the guide in diagnosis poverty using the CLPI and formulation of the poverty-focused Local Development Plans (LDPs). The Guidebook follows the generic local planning process, but introduces additional tools and techniques to ensure broader participation of basic sectors representatives/berandays in decision making. The Guidebook includes the CLPIMS Household Questionnaires and a Data Collection and Processing Manual to assist the LGU in the data collection, processing and analysis of poverty data to guide them in identifying local interventions.

There are other monitoring systems existing at the local level, although not particularly focus on poverty alleviation or human development, but nonetheless can be source of information for targeting for MDG-related programs and projects.

## **VI. Conclusion**

In conclusion, role of local governments is very crucial to the attainment of the goals under the Millennium Declaration. The local governments, being the frontline service providers of most basic services to the people can contribute largely to the achievement of country's commitment on MDG.

This underscores the need to encourage local governments to reallocate resources towards basic social services and intensify efforts towards the implementation of MDG-responsive programs, projects and activities.

Towards this end, an effective local monitoring system for local government units have to be established to assist them to target appropriate and responsive interventions for poverty reduction and human development. There might be a need to harmonize and integrate some of the existing tools in order for data to be compared across municipalities, cities and provinces; and to be able to aggregate data to higher level LGUs.

Futhermore, LGUs have to be assisted to put such information system in place and generate accurate local data and information to be able to respond to the needs of their constituents objectively and effectively.

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