



Republic of the Philippines  
**DEPARTMENT of AGRARIAN REFORM**

MEMORANDUM CIRCULAR No. 05  
Series of 2006

**Subject: IMPLEMENTING GUIDELINES ON COMMUNITY-BASED BASIC SOCIAL SERVICES SYSTEMS DEVELOPMENT THROUGH PARTICIPATORY GOVERNANCE IN AGRARIAN REFORM AREAS**

---

## **I. BACKGROUND AND RATIONALE**

The provision of adequate social services, improved quality of life for all, protection of the people's right to health, balanced and healthful ecology, and education is one of the roles of the State as stipulated in Article II Section 9 of the Philippine Constitution. For effective and efficient delivery of basic social services (BSS), the responsibility for its provision has been devolved to local government units (LGUs) in partnership with private sector, non-government organizations (NGOs) and other stakeholders to ensure the viability of local economy and ultimately upgrade the quality of life of the people in the community.

Despite a conducive policy environment, adequacy and sustainability of access to basic social services remain a challenge. In the 1998 National Statistical Coordination Board report, one in every two families are able to visit any health facility, one in every five families use water-sealed toilets and 8.3 percent have no toilet facilities, two of every five families live in single houses made of light roofing and outer wall materials. In the 2000 National Statistics Office data, only 27.4 % households are connected to level III water supply while 19.31% and 15.75 % are levels II and I water users, respectively. In the 2003 Department of Education report on functional literacy, one in every 10 Filipinos within the 10-64 years old age bracket cannot read nor write while about three out of 10 of the poor cannot compute or lack numerical skill, and urban dwellers are more functionally literate than rural dwellers. In September 2005, the Department of Energy also reported that there are at least 2,900 barangays which are still unenergized.

In response to these gaps, the delivery of BSS has been emphasized in the Medium Term Philippine Development Plan (2004-2010), specifically in the Poverty Alleviation Agenda which includes improved accessibility, availability and affordability of essential services, such as: a) potable water and sanitation facilities in 200 waterless municipalities b) improve health care; c) achieve 85% health insurance coverage by 2010; d) total barangay electrification by 2008; and d) education for all through early child education, basic education, technical and vocational education and training, and higher education. In 1999, the Health Sector Reform Agenda was promulgated to strengthen the performance of the health sector by improving the way health services are being delivered, regulated, and financed.

Since the well being of the agrarian reform beneficiaries (ARBs) is inextricably linked with their farming behavior, the Department of Agrarian Reform (DAR) has made several parallel strides in complementing the empowering nature of the Constitution and the Local Government Code through the following policy and strategic directives: "Agrarian Reform Community (ARC) Strategic Development Framework" where ARCs are considered as the growth corridors to fast track social services delivery



and "Sustainable Rural Development Framework," which advocates a holistic approach in the delivery of program beneficiaries development to support the ARBs.

The interrelated implementation of the key components of this framework ensures that men and women ARBs' agricultural production for food security and basic needs sufficiency will increase their production and income. Land tenure improvement (LTI) provides farmers direct control over land resources; social infrastructure and local capacity building (SILCAB) is geared towards developing the social capital in the ARC specifically the ARBs' capacity to viably manage their resources; sustainable area-based rural enterprises development (SARED) links the ARBs production to the local market system; and the basic social services development (BSSD), wherein the outputs of the abovesited components contributed to the well-being of ARBs, promotes the establishment of community-based basic social services systems to sustain the availability of basic services in agrarian reform areas (ARAs).

While the BSS component is explicitly stated in the Sustainable Rural Development Framework, the Department's interventions towards the establishment of community-based basic social services systems have been wanting. The results of the ARC Level of Development Assessment (ALDA) in December 2005 conveyed much needed improvement to achieve the desired access to essential BSS in the ARAs. Out of the 942,496 ARBs in the ARCs, only 461,823 (49%) of the ARBs have access to safe drinking water; 79,835 (8.5%) ARBs are enrolled in PhilHealth's Sponsored and Individually Paying Programs; while access to formal education and power supply registered only at 89.37% and 70.52%, respectively.

Furthermore, the DAR's foreign-assisted projects with BSS component cover only 445 ARCs out of 1,704 ARCs benefiting 355,984 (37%) ARBs. Although promising and innovative practices in terms of schemes and systems in the management of BSS in these ARCs have evolved, the availability of sustainable mechanisms to ensure continuous access at the community level, remains a challenge. Systems and structures for coordination and synchronization of activities at the field level between and among the stakeholders need to be strengthened and/or sustained. Alongside with this, field implementers are confronted with the challenge of providing technical guidance/mentoring assistance to the ARBs and their organizations for the sustained management of turned-over BSS programs/projects.

In view of this, the Department recognizes the need to enhance the systems and mechanisms to involve the local government units (LGUs), community and other stakeholders to ensure that BSS in ARAs shall continuously be accessible and available. Thus, the Community-Based Basic Social Services Systems Development through Participatory Governance Framework is adopted to guide the key stakeholders/providers for collaborative efforts in providing appropriate and relevant interventions to improve the productivity and quality of life of ARBs in the ARAs.

## **II. OBJECTIVES**

The guidelines on the implementation of Community-based Basic Social Services Systems Development through Participatory Governance (CBSSSD-PG) aims to develop and establish community-managed social services systems that will promote the general welfare of the community and enhance the well-being of ARBs in

collaboration with LGUs and other stakeholders towards the attainment of gender equitable and sustainable agrarian communities.

Specifically, this aims to guide stakeholders in:

1. Establishing and/or strengthening collaborative systems that will enhance the participation of the community, LGUs, private organizations, government agencies (GAs) and NGOs;
2. Developing and enhancing the capabilities of the ARBs and ARB organizations in managing and sustaining viable operation of community-based basic social services initiatives/enterprises;
3. Establishing functional community-based organizations managing/maintaining gender-responsive community-based BSS-related programs, projects, services and enterprises;
4. Enhancing the provision of and access to appropriate BSS to increase productivity and improve the quality of life of ARBs through functional resource network systems; and
5. Promoting the institutionalization of CBSSS models/schemes that are responsive to the needs of the ARBs and ARB organizations in ARAs.

### III. POLICY FRAMEWORK

The policy framework on CBSSSD-PG (Figure 1.0) intends to present the scope and limitations of DAR in facilitating the provision of BSS interventions while enhancing the BSS-related collaborative efforts at the community level for ARBs in the ARAs. The CBSSSD-PG program matrix of indicators (Annex A) stipulates the required inputs, outputs and impact at the community level. BSS-related terms used in these guidelines are defined (Annex B) in the context of agrarian reform and rural development.

With the end in mind of developing gender equitable and sustainable agrarian communities (GESAC), the DAR shall prioritize and focus its CBSSSD-PG interventions on the following components:

- a. Health and nutrition - covering health education, health care financing, environmental health and nutrition services that are affordable, effective, well-managed and responsive.
- b. Potable water supply and sanitation (PWSS) – focus on the availability and sustainable operation of PWS levels 1 and 2 taking into consideration sanitation and hygiene through proper operation and maintenance. It can be part of the community-based organizations (CBOs) service windows.
- c. Housing - with emphasis on socialized housing schemes and provision of community recreational facilities;
- d. Alternative energy - access to various types of renewable energy sources managed by the community
- e. Lifelong learning – focuses on learning activities designed to improve competencies, skills, decisions or behaviors in life acquired not only through formal channels.

The target program beneficiaries are communities where men and women ARBs and their household members have unmet BSS needs. Other target groups include community-based organizations (CBOs) with majority of its membership comprising



of ARBs, marginalized groups consisting of small farmers, farmworkers, agricultural lessees, subsistence fisherfolk, indigenous people, rural women and out-of-school youth.

The framework espouses a holistic and integrated approach to BSS delivery to generate greater impact at the community level. The framework shall be operationalized through a combination of health, housing and alternative energy sources components which can be entry points for the complementation and integration of other BSS components and sub-components.

Integrated in the operationalization of these components shall be the systems for the development of enterprise, credit and finance accessing as a mechanism for viable management of BSS facilities/services and/or to ensure that the ARB households have the opportunities to generate income to sufficiently finance their basic needs.

To achieve the program outputs, the community-based approach will be adopted where core groups of community leaders or a community-based organization shall be mobilized to steer the participation of community members in ARAs in managing BSS. The LGUs and other relevant organizations shall be the critical partners for the delivery of required BSS in ARAs. Gender and development approaches and strategies will likewise be consciously mainstreamed in all aspects of program implementation to ensure gender equity.

CBSSSD-PG's contribution to the attainment of gender equitable and sustainable agrarian communities is the enhancement of the well-being of men and women ARBs and their households through established systems and procedures that facilitate the involvement of the community in ensuring the accessibility, availability, acceptability, affordability and adequacy of BSS in ARAs. As a result of the CBSSSD-PG interventions, the specific outcomes are:

1. Functional CBOs managing CBSSS-related programs, projects and services and are active partners of the LGUs in the delivery of BSS interventions at the community level.
2. Community actively pursuing and accessing gender-responsive BSS in ARAs through advocacy work and social mobilization activities to support various CBSSS-related programs, projects and services such as community-based social health insurance, occupational safety and health, waste management, education for out-of-school youth, disaster preparedness, etc.
3. Localized partnership between and among CBOs, LGUs, NGOs, business sector and other strategic actors practicing shared accountability and transparency in CBSSS delivery.
4. Established resource network systems as the community's mechanism in sharing and accessing human, technical, physical and financial resources within and outside the locality. The community can build alliances and networks with BSS-supportive institutions and individuals to facilitate resource complementation.

#### **IV. GUIDING PRINCIPLES**

The operationalization of the CBSSSD-PG framework shall be anchored on the rights-based approach of development programming. This is to ensure the recognition of human rights to secure access and freedom to maximize resources/potentials to achieve decent standard of living. These key principles include:

1. Participatory governance – the CBSSSD-PG programs/projects will promote systems and processes that will enable the organizations to fulfill their mission/mandate by providing opportunities for participation, control and management. Organizations shall be encouraged to manage the economic, social and political structures/activities in a participatory manner to develop the values of mutual respect, transparency and shared accountability between and among stakeholders to ensure that basic needs in ARAs are met.
2. Community/people empowerment – emphasizes on building people's capacities and inculcating the value of stewardship where people take responsibility in caring for scarce resources and recognize the value of the community working together to achieve a common goal.
2. Human dignity – for the poor and marginalized sectors to develop their full potential, they need to be nurtured in an enabling environment where their social, intellectual and material needs for survival, protection and development are met and the equal rights of men and women are safeguarded. Hence, the integrated approach to CBSSS delivery shall recognize the intrinsic values of all human beings that are inherent in their unique capacity to reflect, to be creative, to select and to act responsibly according to the choices that they make in their lives.
3. Gender equity – men and women partners and beneficiaries are given equal opportunities to participate in the design, implementation and monitoring and evaluation of CBSSS programs and policies that address gender issues on the priorities for the use and access of BSS in the household and the community.

#### **V. PROGRAM STRATEGIES**

Two core strategies shall be adopted in the implementation of CBSSSD-PG program interventions. First is the multi-stakeholder partnership development or partnering at various levels which shall complement and extend local resources and maximize avenues for building unity and synergy between and among ARB households, CBOs, LGUs, NGOs, government agencies (GAs), business groups and other key stakeholders. Active involvement and collaboration between and among partners will be in the form of technical assistance, capacity development, and social mobilization to sustain the momentum for change and ensure program sustainability.

Second is the enterprise development and credit and finance accessing strategy which shall enable the households, community or cooperative in managing, implementing and financing of BSS-related enterprises and income-generating projects that will sustain the continuous operation, maintenance and accessing of the basic services. Existing local funding support of various stakeholders shall be complemented to ensure continuing delivery of basic social services and create a



conducive environment for the development of household and cooperative enterprises to augment existing income sources.

Support strategies to be pursued are as follows:

1. Linking with appropriate partners in adoption/replication/scaling up of good/promising/best and innovative BSS initiatives/practices

Building on the lessons that have emerged from favorable experiences, this strategy intends to promote ownership and a sense of responsibility among local partners. Scaling up of BSS will consider the match between what is required and what is to be provided to reinforce community-led and demand responsive approaches. Scaling up can be done either through vertical or horizontal approach. Such schemes facilitate institutionalization of network of actors and organizations with the necessary capacity and resources to deliver the much needed BSS responsive to the requirements and conditions in the ARAs. Likewise, to maximize resource utilization, the documentation of good, promising, and innovative practices on BSS delivery shall be undertaken.

2. Building/strengthening local level capacities for sustained provision and access of basic services

The existing community structures and systems shall be enhanced to ensure the delivery of responsive BSS in ARAs. ARB organizations shall be assisted and or encouraged for possible integration of BSS-related activities in their regular programs/projects. Options in extending the basic services to the community may include: 1) as service provider of specific BSS requirements in the area, wherein the organization will develop its own policies, systems and procedures for effective and efficient management of the service; and 2) extension arm of the institutions implementing BSS-related programs/projects.

Purposive and continuous education and training interventions shall be provided to develop local human resources capable of installing/operating/managing/maintaining BSS facilities. Complementary to this is the provision of institutional support to build stakeholders' capacities, e.g., technical and managerial for effective and transparent management and delivery of quality BSS facilities and systems. Once the ARB organization is represented in the existing community structure, it shall be responsible for advocating and pushing the LGU's active involvement in BSS delivery.

3. Bundling of CBSSS components anchored on the needs of the community

This strategy will adopt bundling of BSS programs/projects/services to achieve wider coverage of ARBs. Possible entry points could be the provision of PWS bundled with health and/or education components which may be simultaneously implemented. Provision of alternative energy sources or housing interventions, among others, whichever is most urgently needed in the area are other possible entry points, as well. Domestic waste management may be bundled with converting organic waste into biogas as an alternative energy source.

#### 4. Resource mobilization for technical and financial support

Resource mobilization shall be in the form of technical and financial contributions from partner institutions and the community/ies in support to localized implementation of BSS-related programs, projects and activities in ARAs. Funding support shall be generated through conduct of matching grants and donors' forum with financing institutions, corporate foundations/NGOs. Mechanics on the conduct of these resource mobilization activities as well as the appropriate communication plan shall be developed to capacitate the DAR field offices and BSS committees in generating funding support for BSS-related programs, projects and activities in ARAs.

### **VI. PROGRAM INTERVENTION COMPONENTS**

The operationalization of the CBSSSD-PG program framework shall have the following components:

#### **1. Potable Water Supply and Sanitation (PWSS)**

Program interventions under this component focus on the sustainable operation and maintenance of potable water supply levels 1 and 2 and sanitation programs in the ARAs to ensure sufficient, affordable, physically accessible, and safe water for domestic use. Alternative technology on potable water resource management shall also be adopted in ARAs with limited water sources. Schemes involving greater community support and adequate community participation at all stages of the project cycle will be promoted or customized.

Community demand-responsive sanitation programs/services shall be prioritized as they contribute directly in breaking the cycle of ill-health, lost income, foregone opportunities and economic impoverishment; and indirectly, through investment in local knowledge, skills and implementation capacity.

Integral part of sanitation programs is the promotion of fundamental behavior change integrating the appropriate use of sanitation services into the daily routine of life in the communities through hygiene education programs. The household is the focus for sanitation activities as it is within the family that the main impacts of sanitation are felt.

#### **2. Health and Nutrition**

Program interventions on health and nutrition focus on health education, health care financing and environmental health that will lead to the improvement of the health of the community, and contribute to the standardization of health care through best practices and coalition building with community stakeholders. Thus, it will redound to the availability, accessibility, affordability, acceptability, and adequacy of basic health care services in the ARAs.

Health education and customization of existing health-related materials/services/programs for the ARBs will be undertaken in coordination with rural health units (RHUs), relevant GAs, NGOs, and the private sector. Access to health care financing schemes will be facilitated by adopting schemes/models that



match ARBs financial capacities, i.e., community based-social health insurance, establishing broad-based risk-pooling mechanisms, advocacy campaign with LGUs, private organization's enrollment sponsorship and partnership with PhilHealth and other supportive institutions that implement appropriate health care financing schemes. Environmental health emphasizes the reduction of ARB's exposure to environmental and occupational hazards through representation of POs/cooperatives in the local health board and in relevant local bodies established to safeguard environmental health. Participation in existing municipal/city programs such as management of solid waste, toxic and hazardous substances, occupational safety and health (OSH), and OSH Help Desks, are mechanisms to heighten awareness and institutionalize environmental health programs.

Interventions on addressing nutritional issues shall include advocacy campaign, promotion of access to health stations which distribute micronutrients, setting-up of community-based nutritional status information systems to include collection and processing of gender-disaggregated data on nutritional status, etc. Access to nutrition programs and provision of technical assistance shall be done through improvement of local food production, home gardening, backyard animal production, are other forms of assistance that may be provided.

### **3. Housing**

Interventions under this component shall focus on increasing, strengthening of, and advocating and supporting the participation of CBOs in housing programs, i.e., defining and meeting housing needs, promotion of the use of appropriate low-cost techniques and materials. This is geared towards improving the condition of ARBs' dwelling place towards a better quality of life. The "build" and "repair" scheme may be adopted to assist the ARBs in constructing new units or enhancing existing housing facilities. In collaboration with organizations/agencies engaged in housing programs, delivery schemes/approaches include the provision of technical assistance for proper planning and efficient implementation, operation and management of socialized housing projects in the ARAs. Other forms of interventions are advocacy and technical support to LGUs in the formulation of Local Housing Plans that integrate the ARBs housing requirements.

In some areas, there may be a need to facilitate the ownership of land and mobilization of resources by cooperatives for the provision of housing facilities and foster the concept of *bayanihan* among its members. Matching of housing design based on the ARBs' affordability and availability of local indigenous materials in the area and/or stewardship by housing beneficiaries shall be encouraged. This undertaking promotes the existence of organizations which evolved from providing housing services to meeting other BSS requirements in the community.

### **4. Lifelong Learning**

This component underscores the need to improve and increase functional literacy of the ARBs to enable them to engage and enhance their potentials in various livelihood/enterprise opportunities as well as their participation in community activities. Lifelong learning-related programs/services shall complement lifelong learners' great deal of experience from their occupation, or simply from the school of life to make them better equipped in making informed decisions for their lives and for



their communities and to be active participants in promoting not only social but cultural dimensions of community development as well. Mechanisms to provide proper motivation for lifelong learning will include designing of guidance and counseling systems at the community level, and assistance to cooperatives/associations in "navigating" and choosing between alternatives in a vast array of learning and training opportunities, among others.

Other specific areas of concerns shall include:

- a) disaster risk management (DRM) which will promote the awareness and participation at all levels in policy development planning, decision-making and implementation and review of action programs on DRM to reduce disaster risk vulnerabilities among ARBs;
- b) population and development (POPDEV) which will focus on advocacy through the utilization of population-related information, education, communication and motivational (IECM) materials, advocacy, and to a certain extent documentation and dissemination of progress on relevant population programs. This is part of providing a wide array of information on the relationship of POPDEV and its effects and implications in relation to the improvement of economic situation and well-being of ARB households over time.
- c) environmental protection which will focus on the advocacy, promotion and adoption of various sound environment practices in support to sustainable access to basic services systems in the community.

## **5. Alternative Energy**

Program focus under this component aims to widen access to alternative energy sources to increase productivity that will redound to the ARBs' social and economic benefits specifically in off-grid ARAs. Alternative forms of energy include wind, solar, heat from the earth's interior, oceans, rivers, biomass, biogas and other renewable and indigenous materials. These interventions will consider matching of alternative energy technology with ARBs' affordability and needed community service level. This will involve assessment of appropriate alternative energy technologies according to its reliability, safety, logistical challenges in installation and operation, proximity to demand, and future plans for grid expansion into other areas with existing alternative energy network providers. As this is both highly technical and capital-intensive, it is most significant to engage in multi-sectoral partnerships. As a must, alternative energy projects should integrate institutional and capacity-building interventions to enable the community to self-reliantly operate, maintain and repair the technology at low cost.

## **VII. DAR-LGU INTERFACE**

The local government unit and DAR shall assume complementary roles in operationalizing CBSSSD-PG interventions in the ARAs. As mandated, the LGU shall lead in BSS delivery while DAR shall assume the following roles:

- (a) Integrator of the various CBSSSD-PG components to ensure the convergence of efforts of various stakeholders

- (b) Resource mobilizer which will be operationalized through the provision of technical guidance in developing the mechanics and actual conduct of matching grant programs, donors' forum and other mechanisms for localized resource mobilization; and
- (c) Enabler which will be done through capacity development of CBOs and local partners, policy development to provide program direction, and IECM materials development to be used for advocacy and social marketing.

## VIII. COORDINATIVE AND IMPLEMENTING MECHANISMS

### a. Major Phases of Implementation

Implementation/delivery of BSS-related programs/projects/services in the ARAs shall undergo the following phases:

1. *Partnership development phase* highlights the development and installation of systems for the establishment of partnership/collaborative arrangements as a springboard for harmonized actions and conducive environment for complementation of roles so that BSS delivery/implementation becomes a shared responsibility among various community stakeholders. Key milestones under this phase are: a) BSS needs and partners map/profile formulated; b) community BSS needs identified and prioritized; c) dialogue and consultation with BSS stakeholders undertaken; d) Memorandum of Understanding (MOU)/Memorandum of Agreement (MOA) between and among supportive stakeholders on BSS delivery forged;
2. *Delivery system/mechanism establishment/strengthening phase* focuses on ensuring that the appropriate and functional systems/mechanisms in carrying out the BSS implementation/delivery are established and functional. Key milestones include: a) BSS committee formed or local development council tapped with designated BSS point person, inter-agency coordinative systems, etc. established/enhanced, b) training and capacity building activities implemented to build local administrative, technical and managerial capacities of concerned community stakeholders c) policy, systems, and procedures for effective BSS facilities developed and installed.
3. *Sustaining and scaling up of BSS operations phase* covers the formulation and installation of systems for sustainable operation and maintenance of BSS services for continuous access of quality services by the community. Key milestones include: a) community-based monitoring and reporting system of BSS programs/projects installed; b) priority BSS needs of community integrated in the Barangay/Municipal Development Plan and prioritized for implementation c) mobilize support from the resource network established, and d) promising, good, best and innovative practices on BSS delivery/implementation documented and disseminated in other ARAs.

### b. Coordinative Structures

The nationwide implementation of CBSSSD-PG programs shall be undertaken through the partnership of DAR, LGUs and ARC cooperatives/people's organizations (POs) in the ARAs. Hence, CBSSSD-PG project/program processes should lead



towards establishing/strengthening of LGU-ARC cooperatives/POs interface as part of the sustainability mechanisms for continuous basic social services delivery/provision at the community level. Systems for effective coordination and synchronized implementation of various BSS-related program/project interventions at appropriate levels shall be established and/or strengthened through the following options:

**a. Local development councils** – are created at the barangay and municipal levels through the Barangay and Municipal Development Councils, respectively. Tasked to initiate the formulation of comprehensive multi-sectoral development plans, and coordinate development efforts within their respective areas, they are the appropriate structures for effective BSS coordination at various levels. Moreover, mobilization of resources and/or funding support is greatly facilitated under this coordinative mechanism.

**b. Community level coordinative mechanisms** shall be established through the formation/strengthening of BSS teams/committees at the cooperative, barangay and municipal levels and shall be tasked to generate commitment, promote shared responsibility and accountability among local partners. It shall create synergy from the PO level up to the municipal level in generating the BSS status in their respective areas and pushing for the necessary package of BSS to ensure satisfied and empowered community members.

**c. Inter-agency-based coordinative mechanism** shall involve the collaborative action of DAR, LGUs and identified supportive institutions from the national to municipal levels in the provision of support and directions in the delivery of BSS in the ARAs.

At the national level, the Support Services Office (SSO) shall oversee the implementation and coordination of plans, programs and projects of the Department as well as the compliance to the provisions of these guidelines. It shall initiate, coordinate and collaborate with GAs, NGOs, private sector and other DAR units in the promotion, advocacy, development and implementation of CBSSS programs/projects/services.

At the field level, efforts shall be geared towards ensuring that the ARB households in the ARAs have access to BSS and are actively participating in its implementation and management to ensure its sustained availability at the community level. The Regional Support Services Division (RSSD) shall spearhead coordination/collaboration with concerned GAs, NGOs, etc. engaged in the implementation of BSS at the regional level through the Regional CARP Implementing Teams (RCITs). Relevant promotional and advocacy activities shall be undertaken to ensure access and provision of the BSS responsive to the requirements in the ARAs. At the provincial level, the Beneficiaries Development Coordinating Division (BDCD) shall coordinate with the provincial LGUs and other BSS supportive institutions through the Provincial CARP Implementing Teams (PCITs) and assist the MAROs in the development and mobilization of BSS teams/committees at the PO, barangay, ARC and municipal levels. At the municipal level, the Municipal Agrarian Reform Officer (MARO) and the Development Facilitator (DF) through the Municipal CARP Implementing Teams (MCITs) shall spearhead the development or strengthening of the BSS teams/committees at the

PO and barangay levels by installing the community-based information systems to update the report on BSS requirements in the ARAs. It shall identify and prioritize the BSS requirements for integration in the LGU municipal development plan.

## **IX. MONITORING AND EVALUATION**

Two levels of monitoring and evaluation (M & E) system shall be adopted (*Annex C*), such as: 1) tracking the progress of how the BSS requirements are being coordinated and responded to by the BSS teams/committees using M & E Form 1: Community Monitoring and Evaluation Chart; and 2) M & E focused on the program outputs and communities' participation in the management of BSS-related program interventions which shall be captured in M & E Form 2: Program Outputs Monitoring and Evaluation System, and M and E Form 3: Program/Process Monitoring and Evaluation System.

Another component of the M & E system is the documentation of innovative approaches and schemes of accessing and managing of BSS-related programs, projects and activities for possible replication/adoption/customization in other areas.

To harmonize DAR's interventions on BSS, the ALDA indicators on BSS shall be synchronized with relevant community-based management system core indicators of agencies/organizations involved in the delivery and provision of basic social services.

## **X. EFFECTIVITY**

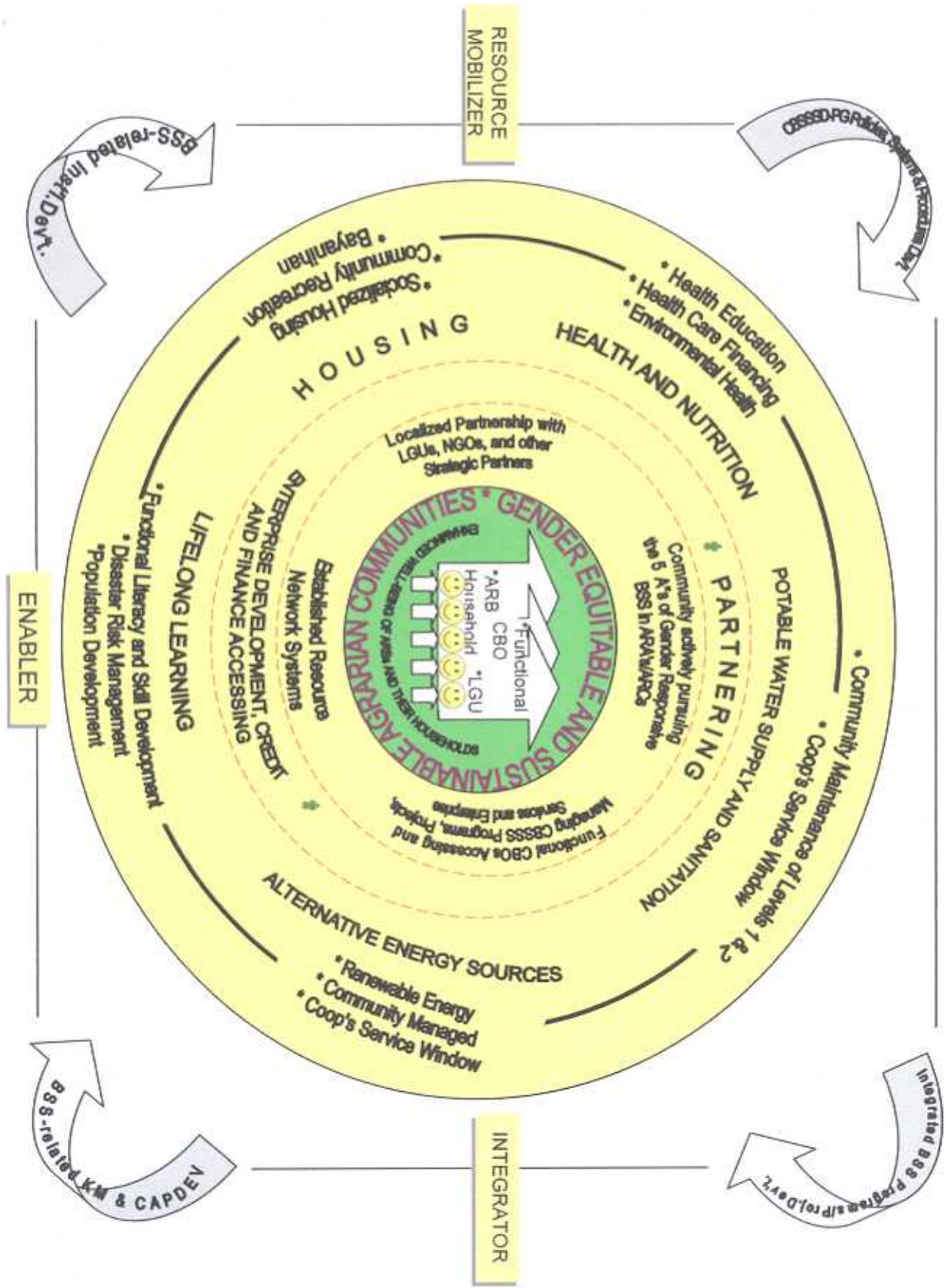
This Memorandum Circular shall take effect immediately and supersedes all previous issuances inconsistent herewith.

Diliman, Quezon City, 05 October 2006.

  
**NASSER PANGANDAMAN**  
Secretary



CBSSSD-PG FRAMEWORK



\*PARTICIPATORY GENDER RESPONSIVE M&E \* COMMUNITY-BASED INFORMATION SYSTEM

Figure 1

## ANNEX A

## MATRIX OF PROGRAM LEVEL INDICATORS FOR CBSSS MONITORING AND EVALUATION

GOAL	PROGRAM LEVEL INDICATORS		
	INPUT	OUTPUT	IMPACT
1. Community Actively Pursuing the Gender Responsive BSS in ARAS/ARCS	Nature and type of capability building activities for advocacy and social mobilization implemented  Nature and type of CBSSS systems and processes on community mobilization/ participation  Mechanism to generate gender issues and concerns on BSS related activities installed	No. of male/female ARBs involved as volunteers for BSS related activities  Community map identifying the ARB households HHs with and without access to specific BSS facilities developed  No. of ARBs enrolled in social health insurance  No. of HHs with access to potable water supply > Level 1 > Level 2 > Level 3  No. of community members involved in the CBSSS Committee  Nature and type of alternative energy sources available in ARAs > ARCS > Non-ARCS  No. of HHs utilizing available alternative energy source  No. of community members involved in the maintenance of BSS facilities  No. of ARAs with well-maintained housing and community recreational facilities  No. of HHs managing BSS related IGPs, e.g. paper recycling  No. of HH with IGPs utilizing alternative source of energy and PWS	Reduction in the occurrence of diseases  Institutionalized community-volunteers for BSS delivery  Increased women access of BSS  Increased time devoted by HHs in community activities and/or IGPs  Reduced environment-related/man-made calamities > increased farm productivity and income  Dignified community members  Reduced damage to life and property as a consequence of risk management and disaster management  Reduced dependence on traditional/non-renewable energy sources



GOAL	PROGRAM LEVEL INDICATORS		
	INPUT	OUTPUT	IMPACT
2. Functional Community-Based Organizations (CBOs) Accessing and Managing CBSSS Programs/Projects/ Services and Enterprises	<p>Nature and type of capacity building activities on the operation and maintenance of BSS facilities/services</p> <p>Installed coop level management information system on BSS</p> <p>Mechanism on identifying gender issues and concerns on BSS related activities installed</p> <p>Networking and linking with strategic partners</p> <p>Amount of resources provided for BSS related activities by DAR &amp; other stakeholders</p> <p>Mechanism for resource mobilization</p> <p>No. of ARAs with gender responsive BSS related programs/projects/services</p> <p>Nature and type of CBSSS programs/projects and processes installed</p>	<p>No. of community groups/members mobilized and trained as technician/paratechnician in the maintenance of BSS facilities/activities</p> <p>Nature and type of BSS-related GAD concerns addressed</p> <p>No. and type of life-long learning sessions conducted at the community level</p> <p>No. of ARC cooperatives managing/maintaining BSS facilities and services</p> <p>No. of ARC cooperatives with functional BSS committee</p> <p>No. of ARB household members with access/patronizing BSS projects/programs of the cooperatives</p> <p>No. of households paying service fees</p> <p>No. of ARC cooperatives with installed BSS management information system</p> <p>No. of coop members enrolled in social health insurance</p> <p>No. of coop members with strong housing materials</p> <p>No. of coop members with energized households managed by coop/CBO</p> <p>No. of coop members with access to potable water supply</p> <p>&gt; Level 1 &gt; Level 2 &gt; Level 3</p> <p>No. of ARC cooperatives with programs/projects on GAD</p> <p>No. of ARB HHs adopting OSH measures</p>	<p>Sustained BSS operation and maintenance</p> <p>No. of ARC organizations viably managing BSS facilities/services</p> <p>Strong coop-LGU partnership in the delivery of BSS programs/projects/services</p> <p>Dignified coop members</p>

GOAL	PROGRAM LEVEL INDICATORS		
	INPUT	OUTPUT	IMPACT
<p>3. Localized Partnership with LGUs, NGOs, and other Strategic Partners</p>	<p>No. of policy advocacy and social marketing activities conducted</p> <p>No. of LGUs, NGOs, ARC cooperatives trained on participatory local governance, disaster/risk management etc.</p> <p>Nature and type of community-based mechanisms installed</p> <p>Nature and type of IEC materials accessed/ developed/distributed</p> <p>No. of LGUs and other stakeholders providing resources to ARAs</p> <p>Amount of GAD funds/resources allocated and utilized for BSS programs/projects/ services</p> <p>Updated directory of local BSS supportive institutions</p>	<p>No. of cooperatives/CBOs sustainably managing BSS-related enterprises</p> <p>Nature and type of BSS-related GAD issues/concerns addressed</p> <p>BSS requirements of the coop members included in the barangay development plan</p> <p>No. of ARCs mobilizing collective resources for sustained BSS operations and maintenance i.e. financial and manpower</p> <p>No. of functional BSS committees involved in the community/local system</p> <p>Available and increasing annual LGU budget for BSS operations and maintenance</p> <p>No. of LGUs with expanded/strengthened Local Health/ School/Housing board responsive to the BSS requirements of the community</p> <p>No. of ARAs with access to LGUs' resources and other forms of support</p> <p>No. of ARAs with access to other stakeholders' resources and other forms of support</p> <p>No. of LGUs &amp; other stakeholders with resources mobilized</p> <p>No. of ARAs supported by LGUs</p> <p>BSS requirements in ARAs integrated/mainstreamed in the LGU investment plan</p> <p>No. of BSS programs/projects/services implemented by the community/CBOs</p> <p>No. of LGUs and other strategic partners involved in the delivery of BSS in ARAs</p>	<p>Functional community-based mechanisms on BSS</p> <p>LGUs supporting high impact BSS-related programs/projects/services in ARAs</p> <p>Increasing number of LGUs giving top priority to BSS programs/projects/services</p>



GOAL	PROGRAM LEVEL INDICATORS		
	INPUT	OUTPUT	IMPACT
4. Established Resource Network System	<p>Updated directory of donors</p> <p>Updated directory of local BSS supportive institutions</p> <p>Mechanisms &amp; tools for resource mobilization installed i.e. donors forum, matching grant sessions</p> <p>Capacity development on resource mapping and linking/matching of resources for BSS</p> <p>Updated BSS requirements in the ARAs</p>	<p>No. of partnership arrangements forged at the community level</p> <p>Increasing technical/financial resources on BSS activities</p> <p>Nature and type of mechanisms for resource mobilization installed</p> <p>No. and type of BSS requirements responded/addressed</p> <p>No. of ARAs accessing/utilizing fund for BSS implementation</p> <p>Updated BSS requirements and status</p> <p>No. of coops involved in BSS resource network</p>	<p>Institutionalized resource network system within and outside the ARCs</p> <p>Sustained access of ARB HHS to BSS</p> <p>Self-reliant communities in terms of BSS accessing</p>

## DEFINITION OF TERMS

---

To achieve a common understanding on the different basic social services-related terms used in the context of the agrarian reform and rural development, the following definitions will be adopted:

**Alternative energy sources** – are energy sources that do not use up natural resources or harm the environment, hence, are renewable and sustainable.

**Basic social services** - are services generally provided by the government that help improve people's standard of living, hence, are fundamental prerequisites for the sustainable achievement of social development.

**Community-based approach** – involves collaborative actions that enable individuals, groups and institutions to participate in identifying and addressing local issues; recognizing and building on participants' strengths to enhance skills and foster empowerment.

**Community-initiated** - refers to activities where the community take the proper steps to plan, create and institute measures that responds to their needs.

**Community-managed** – focuses on processes that emphasizes the community's central role in program planning, implementation, and management.

**Disaster risk management** - a process in which communities are actively engaged in the identification, analysis, treatment, monitoring and evaluation of disaster risks in order to reduce peoples' vulnerabilities and enhance their capacities to overcome/reduce the impact of disasters in their community life.

**Environmental health**- is the interrelationships between people and their environment that promote human health and well-being and foster a safe and healthful environment.

Refers to the study of factors, conditions, and agents in the environment that affect human health.

**Functional literacy** - a significantly higher level of literacy which includes reading, writing and numeracy skills to enable individuals to participate effectively in activities commonly occurring in her/his life situation that require a reasonable capability of communicating by written language.

**Health**- is a state of complete physical, mental and social well-being and not merely the absence of disease or infirmity.

**Health care financing** – involves resource mobilization, allocation and distribution of health care services including how the service providers will be paid.

**Lifelong learning** - are learning activities undertaken throughout the life cycle. It is a kind of attitudinal learning where one can and should be open to new ideas, decisions, skills or behaviors. It provides learning opportunities for all ages and in numerous contexts at work, at home and through leisure activities, not just through formal channels such as school and higher education but also through alternative learning systems.

**Livable communities** – are those provided with basic social services for a safe and comfortable living by ARBs.

**Nutrition** – is the sum of the processes by which the human being takes in and utilizes food substances to meet its requirements for growth and development to enhance human health.

**Potable water supply** – refers to water that is free of disease-causing organisms and should not possess undesirable taste, odor, color, levels of radioactivity, turbidity or chemicals and it should pass the standards of the Philippine National Standards for Drinking Water.

**Sanitation** – concerns about the formulation and application of effective measures which create and maintain healthful environmental conditions designed to protect public health.



**Socialized housing** - housing projects covering either houses, lots, and house and lots undertaken by national or local governments or the private sector for the underprivileged and homeless citizens, which include sites and services development, financing, liberalized terms on interest payments, and such other benefits in accordance with existing laws, rules and regulations.

**Stakeholders** – include persons, agencies and organizations that benefit from and/or participate in the delivery of basic social services to promote the overall community well-being.

**FORM 1: COMMUNITY MONITORING AND EVALUATION CHART**  
 For the Implementation of Community-Based Social Services Systems Development Program In Agrarian Reform Areas  
 For the semester: \_\_\_\_\_ Calendar Year \_\_\_\_\_

Name of PO/Coop \_\_\_\_\_  
 Name of Barangay/Municipality/Province/Region: \_\_\_\_\_  
 Name of ARC: \_\_\_\_\_

Numerical Value of Community Achievements	CBSSS COMPONENTS														REMARKS	
	HEALTH & NUTRITION			PWS & SANITATION			HOUSING			LIFELONG LEARNING			ALTERNATIVE ENERGY SOURCE			
	EH	HCF	HE	L1	L2	AT	SH	CR	B	FL	DRM	GAD	RE	CM	CSW	
5 (Highest)																
4																
3																
2																
1																
Baseline Data																

*Legend:*

- |                             |                             |                                  |
|-----------------------------|-----------------------------|----------------------------------|
| EH - Environmental Health   | AT - Alternative Technology | DRM - Disaster risk Management   |
| HCF - Health Care Financing | SH - Socialized Housing     | GAD - Gender and Development     |
| HE - Health Education       | CR - Community Recreation   | RE - Renewable Energy            |
| L1 - Level 1                | B - Bayanhan                | CM - Community-managed           |
| L2 - Level 2                | FL - Functional Literacy    | CSW - Cooperative Service Window |

Prepared by: \_\_\_\_\_  
 CBSSSD Team/Committee Chairperson

Noted by: \_\_\_\_\_  
 PO/Coop/Barangay Chairperson



**FORM 2: PROGRAM OUTPUTS MONITORING AND EVALUATION SYSTEM**

For the Implementation of Community-Based Basic Social Services Systems Development Program in Agrarian Reform Areas  
 Period Covered: \_\_\_\_\_ Calendar Year \_\_\_\_\_

Name of Municipality/Province/Region: \_\_\_\_\_

No. of ARC Covered: \_\_\_\_\_

Total ARB Scope: \_\_\_\_\_

OUTPUT INDICATORS PER CBSS COMPONENTS	BASELINE DATA	TARGETS		ACCOMPLISHMENTS		REMARKS
		STRATEGIC	CURRENT YEAR	STRATEGIC	CURRENT YEAR	
<b>A. Health and Nutrition</b> No. of HH enrolled in social health insurance <ul style="list-style-type: none"> <li>• Individually Paying Program</li> <li>• Sponsored Program</li> <li>• Community-Based Social Health Insurance</li> <li>• Others: Specify</li> </ul>						
No. of HHs attended training on: <ul style="list-style-type: none"> <li>• Maternal care</li> <li>• Child care</li> <li>• Occupational safety &amp; Health</li> <li>• Violence against men/women &amp; children</li> </ul>						
No. of HHs availed of: <ul style="list-style-type: none"> <li>• Medicine</li> <li>• Consultations</li> <li>• Dental services</li> <li>• Vaccination/immunization</li> <li>• Family planning</li> </ul>						
No. of malnourished ARBs' children (ages 0-5 yrs old)						
No. of HHs trained on the production of alternative medicine						
No. of HHs adopting alternative medicine						
No. of HHs utilizing alternative medicine certified by DOH						
<b>B. Potable Water Supply and Sanitation (PWSS)</b>						
No. of HHs with PWS under <ul style="list-style-type: none"> <li>• Level 1</li> <li>• Level 2</li> </ul>						

OUTPUT INDICATORS PER CBSSS COMPONENTS	BASELINE DATA	TARGETS		ACCOMPLISHMENTS		REMARKS
		STRATEGIC	CURRENT YEAR	STRATEGIC	CURRENT YEAR	
<p>No. of HHS utilizing alternative water source; e.g. rain water</p> <p>No. of water-borne diseases reduced</p> <p>No. of HHS/POs trained on the management, operation and maintenance of PWSS</p> <p>No. of POS/ARC coops managing potable water supply</p> <p>No. of HHS own and maintaining potable water supply facility</p> <p>No. of HHS with access to sanitary toilet facility e.g. water sealed flush to sewerage/septic tank</p> <p>Proportion of HHS with access to safe water sources e.g. distance from HH toilets and waste disposal areas</p> <p>No. of HHS attended training on sanitation and hygiene</p>						
<p><b>C. Alternative Energy Source</b></p> <p>No. of HH with access to electricity/power supply</p> <ul style="list-style-type: none"> <li>• Electric supply</li> <li>• Generator</li> <li>• Solar Power</li> <li>• Others (specify)</li> </ul> <p>No. POS/ARC cooperatives managing power supply</p> <p>No. of renewable energy source maintained in the community</p>						
<p><b>D. Housing</b></p> <p>No. of ARB HHS with improved dwellings</p> <p>No. &amp; type of recreational facilities available</p>						



OUTPUT INDICATORS PER CBSSS COMPONENTS	BASELINE DATA	TARGETS		ACCOMPLISHMENTS		REMARKS
		STRATEGIC	CURRENT YEAR	STRATEGIC	CURRENT YEAR	
No. & type of recreational facilities maintained/operational No. of ARBs HHs with strong housing materials No. of POs/Coops providing housing assistance to members						
<b>E. Lifelong Learning</b>						
No. of ARBs availed of functional literacy program  No. of HHs attended the information/education program on: <ul style="list-style-type: none"> <li>• Environmental Protection</li> <li>• Disaster Preparedness</li> <li>• Population Management/ Development</li> <li>• Gender and Development</li> </ul> No. of community-based groups mobilized for: <ul style="list-style-type: none"> <li>• CBSSS related activities</li> <li>• Disaster preparedness</li> <li>• Other community education and advocacy related activities</li> </ul> Decrease in incidence of environment-related disaster No. of functional community educators Nature and type of systems for lifelong learning installed in the community						

Prepared by: \_\_\_\_\_  
 (Chairperson, Municipal CBSSS Team/Committee)

Note: This form shall also be used for regional and provincial consolidation. The regional consolidated report will indicate the CBSSSD-PG status per province while the provincial consolidated report will indicate the CBSSSD-PG status per municipality.

**FORM 3: PROGRAM PROCESS MONITORING AND EVALUATION SYSTEM**

For the Implementation of Community-Based Social Services Systems Development Program In Agrarian Reform Areas

Period Covered: \_\_\_\_\_ Calendar Year \_\_\_\_\_

Name of Municipality/Province/Region: \_\_\_\_\_

No. of ARC Covered: \_\_\_\_\_

Total ARB Score: \_\_\_\_\_

INDICATORS OF STAKEHOLDERS PARTICIPATION	TARGETS	ACCOMPLISHMENTS	BALANCE	REMARKS
<b>I. Stakeholders Participation</b> No. of CBSSS Committees formed/capacitated: <ul style="list-style-type: none"> <li>• PO/Coop level</li> <li>• Barangay level</li> <li>• Municipal level</li> </ul>				
No. of BSS plans prepared and implemented <ul style="list-style-type: none"> <li>• PO/Coop level</li> <li>• Barangay level</li> <li>• Municipal level</li> </ul>				
Amount invested for BSS implementation <ul style="list-style-type: none"> <li>• PO/Coop level</li> <li>• Barangay level</li> <li>• Municipal level</li> </ul>				
BSS community-based information system installed: <ul style="list-style-type: none"> <li>• PO/Coop level</li> <li>• Barangay level</li> <li>• Municipal level</li> </ul>				
No. and type of resource network systems established				
<b>II. Per Component Contribution</b>				
<b>A. HEALTH AND NUTRITION</b>				
No. of Medical & Dental Mission Facilitated				
No. of BHW/Nutrition Scholar deployed				
No. of Midwife deployed				
No. Doctors deployed				



INDICATORS OF STAKEHOLDERS PARTICIPATION	TARGETS	ACCOMPLISHMENTS	BALANCE	REMARKS
No. of co-sponsors recruited/mobilized  No. of MOA executed with co-sponsors for social health insurance				
No. of PHIC-ID Cards distributed  <b>B. POTABLE WATER SUPPLY AND SANITATION (PWSS)</b>				
No. of community groups trained for maintenance of PWS and sanitation facilities in the community  No. of PWS maintained: - Level 1 - Level 2  No. of HH with access to - Level 1 - Level 2  No. of level 2 PWS up-graded to Level 3 (if applicable) - No. of HHS availed  No. of level 1 PWS up graded to Level 2 (if applicable) - No. of HHS availed  No. of Sanitary Engineer deployed  No. of Water testing conducted  No. of PWS tested  No. of training conducted on the care, management/operation and maintenance of PWS				
<b>C. ALTERNATIVE ENERGY SOURCE (AES)</b>  No. of community groups trained for maintenances of energy/power facility				

INDICATORS OF STAKEHOLDERS PARTICIPATION	TARGETS	ACCOMPLISHMENTS	BALANCE	REMARKS
No. of type of power supply/facilities available in the area				
No. of training conducted on care and maintenance of AES				
No. of HH /POL/GU trained on care & maintenance of AES				
<b>D. HOUSING</b>				
No. of co-sponsor identified /recruited				
No. of MOA/MOU executed				
<b>E. LIFELONG LEARNING</b>				
No. of literacy program implemented				
No. of trainings conducted on:				
> Disaster Risk Management				
> Population Management/Development				
> Gender and Development				
> Environmental				
No. of guidance and advisory groups established				
No. of communication technologies in learning established				
No. of community animators/champion capacitated				

Prepared by: \_\_\_\_\_  
(CBSSS Team/Committee Head)

Note: This form shall also be used for regional and provincial consolidation. The regional consolidated report will indicate the CBSSSD-PG status per province while the provincial consolidated report will indicate the CBSSSD-PG status per municipality.