

The Many Faces of Poverty

The Many Faces of Poverty: Volume 1

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FOREWORD

The official poverty monitoring system (PMS) in the Philippines relies mainly on family income and expenditure surveys. Information on other aspects of well-being is generally obtained from representative health surveys, national population and housing censuses, and others. However these surveys and censuses are (i) too costly to be replicated frequently; (ii) conducted at different time periods, making it impossible to get a comprehensive profile of the different socio-demographic groups of interest at a specific point in time; and (iii) have sampling designs that do not usually correspond to the geographical disaggregation needed by local government units (LGUs). In addition, the implementation of the decentralization policy, which devolves to LGUs the function of delivering basic services, creates greater demand for data at the local level.

The Community-Based Monitoring System (CBMS) seeks to address these gaps by providing data at the local level appropriate for diagnosing the cause and extent of local poverty, formulating appropriate policies and programs, identifying eligible beneficiaries, and assessing the impact of policies and programs. It also supports the decentralization process by capacitating the LGUs to collect, analyze, and use data in local planning, budgeting, and program implementation.

This volume of statistical tables and poverty maps of seven provinces generated through the CBMS methodology represents part of what we hope will be a series of publications that will emerge from the collaborations between the CBMS Network Coordinating Team and its partner-LGUs. These partnerships have been in place for several years now, and these partner-LGUs are finally enjoying the fruits of their hard labor.

The CBMS poverty maps will identify who and where the poor are as they provide a comprehensive picture of the different faces of poverty in different parts of the country. They will also aid in identifying the most pressing needs of the community, assist in prioritizing interventions to address these needs, and facilitate the targeting of programs for those who need the assistance most.

The provinces featured in this volume are Agusan del Norte, Biliran, Camarines Norte, Eastern Samar, Marinduque, Romblon, and Siquijor. The statistics presented in this report are based on the CBMS surveys conducted in these provinces during a 3-year period: 2005–2007.

The work leading to the publication of this book owes much to the unwavering support and commitment of our partners both at the local and national levels. For so many months now, we have worked hand-in-hand with them in consolidating databases and validating our survey findings. And now, with their consent, we are sharing their data to a wide range of CBMS stakeholders all over the country – indeed a glowing testament of their dedication to make their development planning processes more efficient and effective! Tremendous thanks are therefore in order to all our partner LGUs, national government agencies, non-government organizations, donors and other development partners for making this possible.

It is hoped that this publication will provide the necessary data to facilitate evidence-based decision-making toward improving local governance and reducing poverty in the country.

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INTRODUCTION

Considered a foremost legislation that ushered in a new era of local governance, the Local Government Code (LGC) of 1991 has paved the way not only for greater autonomy but also for increased expenditure responsibility and revenue authority of local government units.

Since then, the local government units (LGUs) have assumed a greater role in local government management and service delivery. The devolution is substantial not only in the magnitude of responsibilities that were shifted to LGUs but also in the amount of resources now at their disposal to effectively discharge the devolved functions. Today, LGUs have access to multiple revenue sources, chief of which is their share in the national internal revenues—the Internal Revenue Allotment (IRA). For the period 2006–2009, the average IRA per year is P172.4 billion (see Table 1).

Table 1. Internal Revenue Allotment of Local Government Units, 2006–2009

Year	Amount (in P billion)
2009	201.3
2008	169.9
2007	183.9
2006	134.5
TOTAL	689.6
Ave. per year	172.4

Source: DBM

While experts agree that local governments are not awash with cash, the P689.6 billion worth of IRA that the LGUs have received over the 4-year period is certainly a big amount. This underscores the importance of making sure that LGUs are equipped with the right tools, systems, and procedures to ensure an effective use of these public financial resources. One way to do this is by providing them access to comprehensive socioeconomic data, on the basis of which they can craft their development plans and budgets.

Statistical Issues and Concerns at Subnational Level

With decentralization, the types of data demanded by a wide range of users—policymakers, program implementers, civil society, and others—are changing. Data disaggregated to correspond to the different levels of government are needed by LGUs to adequately assess local situation. Moreover, longitudinal data are needed to track welfare changes over time. Household-level data are also needed to identify eligible beneficiaries of different programs.

In 2005, 14 years after the LGC enactment, the ADB-WB released a report highlighting statistical issues and concerns at the subnational level. It said: “The most comprehensive and consistent comparative subnational data is at the regional level although this is simply an administrative level of government that has no responsibilities for delivery of social services. More data is gradually becoming available at the provincial level, but not at lower levels, which are at the frontline of efforts to reduce poverty.”¹

¹ *Decentralization in the Philippines: Strengthening Local Government Financing and Resource Management in the Short-Term, 2005* (A joint document of the World Bank and the Asian Development Bank).

Local Poverty Monitoring Systems Rise up to the Challenge

Owing to still unresolved statistical issues and concerns at the subnational level, an increasing number of LGUs all over the country have taken the initiative to establish their own Community-Based Monitoring System (CBMS). As of November 16, 2009, CBMS is being implemented in 59 provinces (31 of which are implementing the system province-wide), 667 municipalities, and 41 cities, covering a total of 17,244 barangays. Data generated by CBMS have so far been used in diagnosing the nature and extent of poverty in their localities, identifying appropriate interventions, identifying eligible beneficiaries of poverty reduction programs, and assessing the impact of some of these programs.

National government agencies have likewise taken notice of the CBMS initiative. Today, CBMS is recognized as a tool for (i) building the capacity of LGUs on poverty diagnosis and planning, (ii) localizing the Millennium Development Goals (MDGs), and (iii) generating local poverty statistics for evidence-based development planning and budgeting.

Parallel with efforts to establish databanks at each geopolitical level, an initiative on building the national repository of CBMS data has also been jumpstarted with the installation of the repository at the National Anti-Poverty Commission (NAPC) and at the Department of the Interior and Local Government (DILG). The national repository is envisioned to facilitate data sharing across government agencies, private sector, donor agencies, and other relevant stakeholders. Specifically, the national repository will (i) facilitate the access and use of the integrated CBMS database by national entities in their advocacy work with key decisionmakers, (ii) support government and non-government funding sources in strengthening evidence-based planning and monitoring and in aligning their interventions to national priorities, and (ii) facilitate the implementation of targeted programs.

Concluding Remarks

Public statistics will increasingly shape public agenda at the local level as more and more LGUs establish their own monitoring systems to make their development planning processes more efficient and effective. In this scenario, local poverty monitoring systems such as the CBMS will have an extremely important role to play.

The country's experience with local-level poverty monitoring systems clearly demonstrates that there can be a comprehensive picture of the poverty situation. Very few, if any, national surveys collect information on the different dimensions of poverty. There is a survey on income and expenditure, another on health, another on education, another on employment, another on nutrition, and others. As the samples and the reference periods are different, there is no comprehensive picture of the poverty status of the population at any point in time. This is where CBMS can make the difference as it addresses these gaps through its set of core indicators relating to the different dimensions of poverty.

EXPLANATORY TEXT

A. CBMS Core Indicators

The statistical tables and poverty maps presented in this volume pertain to the CBMS Core Indicators (also known as Core Local Poverty Indicators¹), which were generated using the CBMS methodology.

Box 1. Community-Based Monitoring System (CBMS)

The CBMS is an organized way of collecting ongoing or recurring information at the local level to be used by local governments, national government agencies, non-government organization (NGOs), and civil society for planning, budgeting, and implementing local development programs, as well as for monitoring and evaluating their performance. It is a tool for improved local governance and democratic decisionmaking that promotes greater transparency and accountability in resource allocation.

It involves the following steps:

- Step 1 – Advocacy/organization
- Step 2 – Data collection and field editing
- Step 3 – Data encoding and map digitization
- Step 4 – Data consolidation, database-building and poverty mapping
- Step 5 – Data validation and community consultation
- Step 6 – Knowledge (database) management
- Step 7 – Plan formulation
- Step 8 – Dissemination, implementation, and monitoring

The CBMS Core Indicators are a set of carefully selected indicators that capture the multiple dimensions of poverty. They define the basic criteria for attaining a decent quality of life and correspond to the minimum basic needs covering (a) health, (b) nutrition, (c) housing, (d) water and sanitation, (e) basic education, (f) income, (g) employment, and (h) peace and order. Together, these indicators provide information not only on how poor a community is, but also on who in the community is poor, and where.

The CBMS Core Indicators are presented in Table 1. Meanwhile, the poverty and food thresholds used are presented in Table 2.

¹ The Department of the Interior and Local Government (DILG) has issued Memorandum Circular 2003-92 (April 2003) to set policy guidelines for the *adoption of the 13 core local poverty indicators* for planning and Memorandum Circular 2004-152 (November 2004) to encourage LGUs to intensify efforts toward the achievement of the millennium development goals (MDGs). The latter circular also enjoins LGUs to use monitoring systems such as MBN-CBIS, **CBMS**, IRAP, etc., to monitor and diagnose the nature and extent of poverty. CBMS was adopted by the DILG as the data collection and processing system for the CLPIMS which was the tool adopted to monitor the MDGs for LGUs.

Table 1. The CBMS Core Indicators

BASIC NEEDS	CORE INDICATORS	Computation/Formula	Simple Scoring
A. Health	1 Proportion of children under 5 years old who died	Total number of children aged 0 to less than 5 years old who died divided by (the sum of total number of children aged 0 to less than 5 years old plus the total number of child deaths 0 to less than 5 years old)	One (1) if the household has a member under 5 years old who died; zero (0) otherwise.
	2 Proportion of women who died due to pregnancy related causes	Total number of women who died due to pregnancy related causes divided by (the total number of children less than one year old plus total number of women who died due to pregnancy related causes)	One (1) if the household has a female member who died due to pregnancy-related causes; zero (0) otherwise.
B. Nutrition	3 Proportion of children 0-5 years old who are malnourished	Total number of children 0-5 years old who are moderately or severely underweight over total number of children 0-5 years old	One (1) if the household has a member 0-5 years old who is malnourished; zero (0) otherwise.
C. Housing	4 Proportion of households living in makeshift housing	Total number of households living in housing with makeshift roof and/or walls over total number of households	One (1) if the household lives in makeshift housing; zero (0) otherwise.
	5 Proportion of households who are informal settlers	Total number of households occupying house and/or lots without permission of owner over total number of households	One (1) if the household is an informal settler; zero (0) otherwise.
D. Water and Sanitation	6 Proportion of households without access to safe water supply	Total number of households without access to community water system, artesian deep and shallow wells or bottled water over total number of households	One (1) if the household does not have access to safe water supply; zero (0) otherwise.
	7 Proportion of households without access to sanitary toilet facilities	Total number of households without access to water-sealed toilet or closed pit over total number of households	One (1) if the household does not have access to sanitary toilet facilities; zero (0) otherwise.
E. Education	8 Proportion of children 6-12 years old who are not attending elementary school	Total number of children 6-12 years old who are not attending elementary school over total number of children 6-12 years old	One (1) if the household has a member 6-12 years old not attending elementary school; zero (0) otherwise.
	9 Proportion of children 13-16 years old who are not attending secondary school	Total number of children 13-16 years old who are not attending secondary school over total number of children 13-16 years old	One (1) if the household has a member 13-16 years old not attending secondary school; zero (0) otherwise.
	8-9 Proportion of children 6-16 years old who are not attending school	Total number of children 6-16 years old who are not attending school over total number of children 6-16 years old	
F. Income	10 Proportion of households with income below the poverty threshold	Total number of households with income below the poverty threshold over total number of households	One (1) if the household has a per capita income below poverty threshold; zero (0) otherwise.
	11 Proportion of households with income below the food threshold	Total number of households with income below the food (subsistence) threshold over total number of households	One (1) if the household has a per capita income below food threshold; zero (0) otherwise.
	12 Proportion of households who experienced food shortage	Total number of households who experienced food shortage over total number of households	One (1) if the household has experienced food shortage; zero (0) otherwise.
G. Employment	13 Proportion of persons in the labor force who are unemployed	Total number of persons aged 15 and above who are not working but actively seeking work over total number of labor force	One (1) if the household has unemployed member/s; zero (0) otherwise.
H. Peace and Order	14 Proportion of persons who are victims of crimes	Total number of persons who are victims of crimes over total population	One (1) if the household has victim/s of crime; zero (0) otherwise.
CBMS Composite Indicator	Average number of unmet needs	Sum of unmet needs of households over total number of households	Sum of the scores (number of unmet needs) of the 14 indicators.

Table 2. Poverty and Food Thresholds

Province	Census Year	Reference Year	Poverty Threshold		Food Threshold	
			Urban	Rural	Urban	Rural
Marinduque	2005	2004	12,949	12,949	9,049	9,049
Biliran (Cabucgayan)	2005	2004	12,100	10,700	8,350	7,746
Biliran (rest of the province)	2006	2005	12,966	12,137	8,948	8,786
Eastern Samar (5 municipalities)	2005	2004	10,443	11,638	8,196	8,352
Eastern Samar (14 municipalities)	2006	2005	11,566	12,659	9,078	9,085
Eastern Samar (4 municipalities)	2007	2006	13,704	13,257	9,795	9,813
Camarines Norte	2006	2005	16,780	13,272	10,685	9,176
Agusan del Norte	2007	2006	14,964	13,059	10,158	9,208
Romblon	2007	2006	14,378	12,162	9,848	8,795
Siquijor	2006	2005	12,016	12,016	7,656	7,656

B. Authority for the Survey

The National Statistical Coordination Board (NSCB) has issued Resolution No. 6 (2005), which recognizes and enjoins support to the CBMS as a tool for strengthening the statistical system at the local level. It also directs the NSCB Technical Staff to initiate and coordinate an advocacy program for the adoption of the CBMS by the LGUs, through the Regional Statistical Coordination Committees (RSCCs), the technical arm of the NSCB Executive Board in the regions.

The NSCB has also approved the CBMS Survey Instruments (NSCB Approval No. DILG-0903-01)

C. Survey Operations

All survey operations were undertaken under the supervision of the CBMS Technical Working Groups (TWGs) at the provincial and municipal Levels. They identified the local personnel who were trained as enumerators and field supervisors. Technical assistance was provided by the PEP-CBMS Network Office, the Bureau of Local Government Development (BLGD) and Regional Office IV-B of the Department of the Interior and Local Government (DILG), National Anti-Poverty Commission (NAPC), National Economic and Development Authority (NEDA) Regional Office IV-B, and the Institute for Democratic Participation in Governance (IDPG).

Training is mainly conducted at two levels. The first level training (Training of Trainors) is conducted for members of the TWGs. This is usually conducted by members of the research staff of the PEP-CBMS Network Office and CBMS-accredited trainors from the DILG, NAPC and NEDA. Meanwhile, a second level training (Training of Enumerators) is conducted for enumerators--usually composed of barangay health workers and students. Members of the TWG act as trainors in this training.

D. Data Processing System

The CBMS Data Processing System includes the CBMS Data Encoding System, Statistics Simulator (StatSim) and the CBMS-Natural Resources Database.

The CBMS Encoding System uses CPro (Census and Survey Processing), a software developed by the United States Bureau of Census for entering, editing, tabulating, and disseminating data from censuses and surveys. The CPro-based Encoding System converts survey data into electronic data. It produces text files (ASCII) described by data dictionaries, which adds flexibility to the output data. This feature facilitates the interface between the CBMS data and other database systems and statistical softwares.

The CBMS-Natural Resources Database (NRDB) is capable of creating and storing spatial (shapefiles) and non-spatial (texts and numbers) data as well as generating maps, reports and graphs ideal for presentation and analysis of poverty attributes in the community. This has significantly addressed the need for a simple yet powerful and free geographically oriented database.

The CBMS Mapping system employs the Natural Resources Database² (NRDB) for CBMS-based poverty mapping and for storing and displaying household- and individual-level information. The CBMS-NRDB is capable of creating and storing spatial (shapefiles) and non-spatial (texts and numbers) data as well as generating maps, reports, and graphs ideal for presentation and analysis of poverty attributes in the community. This has significantly addressed the need for a simple yet powerful and free geographically-oriented database.

The data presented through poverty maps using the CBMS-NRDB are processed using the CBMS StatSim which has been developed by the PEP-CBMS Network Office to address the particular need of local government units (LGUs) to harness outputs from the CBMS Database such as custom tables, reports, case lists and queries. The StatSim simulates simple computations and tabulations usually done through statistical software or other tabulation applications, and also exports indicators and statistics for use in dissemination, such as tables and maps.

These software are provided for free to CBMS-implementing LGUs.

E. CBMS Poverty Maps

The poverty map for each indicator is prepared at two levels. First level is the provincial map disaggregated by municipality while the second map is provincial map by barangay.

A simple color scheme is used for the poverty maps. Green, light green, pink and red represents the four ranges of data for each indicator. Each indicator, however, used a different range relative to the national data (Table 2). Color ranges used for the maps are common for all the data of all the provinces in this publication for comparison purposes.

² The NRDB was developed by Mr. Richard Alexander, a British volunteer who spent three years working for the Bohol Environment Management Office through the assistance of the Voluntary Service Overseas (vso.org.uk).

Table 3. Color Ranges for Poverty Maps

BASIC NEEDS	CORE INDICATORS	Color Ranges			
		Green	Light Green	Pink	Red
A. Health	1 Proportion of children under 5 years old who died	0-5	5.01-10	10.01-15	15.01-100
	2 Proportion of women who died due to pregnancy related causes	0-5	5.01-10	10.01-15	15.01-100
B. Nutrition	3 Proportion of children aged 0-5 years old who are malnourished	0-5	5.01-10	10.01-15	15.01-100
C. Housing	4 Proportion of households living in makeshift housing	0-1	1.01-2	2.01-3	3.01-100
	5 Proportion of households who are informal settlers	0-1	1.01-2	2.01-3	3.01-100
D. Water and Sanitation	6 Proportion of households without access to safe water supply	0-25	25.01-50	50.01-75	75.01-100
	7 Proportion of households without access to sanitary toilet facilities	0-25	25.01-50	50.01-75	75.01-100
E. Education	8 Proportion of children aged 6-12 years old who are not attending elementary school	0-5	5.01-10	10.01-15	15.01-100
	9 Proportion of children aged 13-16 years old who are not attending secondary school	0-5	5.01-10	10.01-15	15.01-100
	8-9 Proportion of children aged 6-16 years old who are not attending school	0-5	5.01-10	10.01-15	15.01-100
F. Income	10 Proportion of households with income below the poverty threshold	0-10	10.01-20	20.01-30	30.01-100
	11 Proportion of households with income below the food threshold	0-10	10.01-20	20.01-30	30.01-100
	12 Proportion of households who experienced food shortage	0-5	5.01-10	10.01-15	15.01-100
G. Employment	13 Proportion of persons in the labor force who are unemployed	0-3	3.01-6	6.01-9	9.01-100
H. Peace and Order	14 Proportion of persons who are victims of crimes	0-4	3.01-7	6.01-10	9.01-101
CBMS Composite Indicator	Average number of unmet needs	0-1	1.01-2	2.01-3	3.01-100

F. Limitations of the Data

While observations are taken from the entire population, the user of the data presented in this report should bear in mind that the municipalities in two provinces (Eastern Samar and Biliran) were not able to collect their data over the same period. For instance, CBMS was piloted in a number of municipalities in Eastern Samar and Biliran in 2005 and was implemented province-wide in 2006. Due to some difficulties, the CBMS census could not be carried out in 1 barangay in Romblon, and 2 barangays each in Camarines Norte and Eastern Samar.

Estimates on poverty and subsistence incidence may also be affected by under- and/or over-reporting of income or reluctance on the part of the respondents to reveal their true levels of income. As in other surveys, the CBMS enumerators may also have encountered interview non-response and item non-response.

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