

Chronic and Transient Poverty in the Philippines¹

Celia M. Reyes²

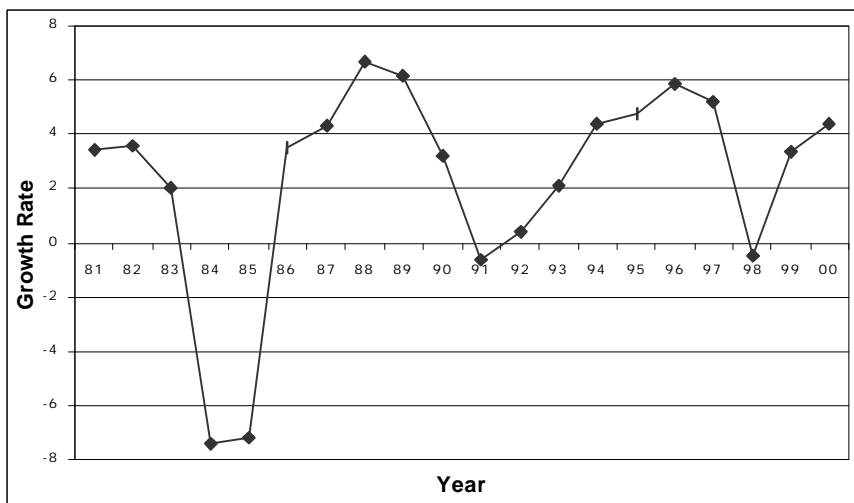
The 1997 East Asian financial crisis and the 1997-1998 El Niño episode wrought havoc on the Philippine economy. Although some adverse effects were already evident during the last quarter of 1997, the impacts of these shocks were not fully felt until 1998. The shocks

caused the Philippines' gross domestic product (GDP) to contract by 0.5 percent in 1998, triggering another boom-bust cycle (Figure 1). Because of this, foreign investments moved out. This loss of investor confidence was further aggravated by other factors, such as the deteriorat-

ing peace and order situation from which the country, until now, has not fully recovered.

This recent experience of the Philippines has shown that it is possible to wipe out years of gains in poverty reduction with just one major crisis. This highlights the vulnerability not just of the poor but also of the non-poor to macroeconomic crises and natural calamities.

Figure 1: GDP Growth Rate, 1981-2000



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¹This article is an excerpt from an ongoing research under the MIMAP-Philippines Project Phase VII.

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MIMAP Poverty Network Meets in Morocco

The Poverty Network of the Micro Impacts of the Macroeconomic Adjustment Policies (MIMAP) Program convened in Rabat, Morocco last March 28-31, 2002, bringing together MIMAP researchers from Asia and Africa, and resource persons and experts in the field of poverty monitoring and assessment. The gathering provided a venue for the sharing of country experiences on the various issues for poverty reduction and possible alternative methodologies that capture poverty's multidimensional nature.

Among the resource persons invited from the Philippines was Palawan Vice-Governor David Ponce De Leon who shared with the partici-

pating international researchers and policymakers the experience of Palawan on the use of the community-based monitoring system for local governance. Other delegates from the

Philippines included Dr. Ponciano S. Intal, Jr., Executive Director of the Angelo King Institute for Economic and Business Studies-De La Salle University, and Mr. Philip Arnold Tuaño,



Vice-Governor David Ponce De Leon (in the middle) sharing Palawan's CBMS experience with international audience.

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MAP-Gender Network Pilot Study in the Philippines

The Institute of Social Studies Trust, through its project entitled Macroeconomic and Adjustment Policies (MAP) Gender Network Phase II Project, is currently conducting a study that incorporates gender issues in the MIMAP poverty monitoring exercise in the Philippines. The Project has been ongoing since November 2001 under the auspices of the Micro Impacts of Macroeconomic Adjustment Policies

(MIMAP)-Project Philippines and the Angelo King Institute for Economic and Business Studies.

The study includes an examination of the conventional indicators of welfare generated through the MIMAP community-based monitoring system (CBMS). In addition, a set of non-conventional indicators of well-being, i.e., alcoholism and mental

stress, is likewise being studied. The latter involves a pilot survey to be conducted in a selected barangay in the Province of Palawan where CBMS has been implemented provincewide since 1999. The results of this pilot study in the Philippines will be presented in the gender network international conference scheduled to be held in India in November 2002. RCR.

MIMAP

CBMS-Palawan Update

The Provincial Planning and Development Office (PPDO) of Palawan presented its human development report 2000 during the 13th Agricultural Policy Forum held on February 27, 2002. The report was based on data generated from a survey that was part of the implementation of the community-based monitoring system (CBMS) in Palawan.

Presenting the report was Palawan's Provincial Planning and Development Coordinator Mr. Nelson Devanadera. Invited as discussants of the report were Director Teresita Mistal of the Bureau of Local Government and Development of the Department

of Interior and Local Government, and Mr. Philip Arnold Tuaño, Director of the Macro Policy Unit of the National Anti-Poverty Commission (NAPC).

In general, Palawan's effort was commended by both DILG and

CBMS should be formally integrated into the planning and budgeting processes of the Local Development Council (LDC) as it will ensure a sustained implementation of the system.

NAPC. The province's innovative activity was noted by DILG as worthy of emulation by other local government units. For one, Palawan was cited as

one of the few provinces in the country that has not only institutionalized a local poverty monitoring system but has likewise effectively used the system for allocating public resources for poverty reduction.

Among the recommendations given by DILG were as follows:

❖ CBMS should be formally integrated into the planning and budgeting processes of the Local Development Council (LDC) as it will ensure a

sustained implementation of the system.

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Palawan Conducts Pilot Test for 2nd CBMS Implementation

In line with the conduct of the second community-based monitoring system (CBMS) survey in the province of Palawan for 2002, its Provincial Planning and Development Office (PPDO) held a pilot test in Aborlan, Palawan on May 20-22, 2002. The three-day activity meant to pre-test the new survey instruments to be used for the CBMS.

The pilot-test activity included a classroom lecture and hands-on training of local community volun-

teers. The lecture presented an overview of the CBMS, manner of conducting an interview, and general and specific guidelines in accomplishing the survey questionnaire. The volunteers also participated in mock interviews and field exercises with the lecturer and supervisors observing during the said activities.

Results of the field exercises showed that it took an average of 48 minutes for one household to accom-

plish the 10-paged questionnaire.

After the mock interviews and information-gathering exercises, the participants also conducted a field editing exercise wherein they checked and corrected the accomplished questionnaires of the other fellow community volunteers. This was done to ensure the accuracy and reliability of the

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RESEARCH RESULTS

Chronic and Transient... (From Page 1)

Chronic poor are defined as those who have been poor all throughout the three years while transient poor are those who were non-poor in at least one year.

To assess how shocks such as the Asian financial crisis and abnormal weather phenomenon affect the poverty situation in the Philippines, it is important to distinguish between chronic and transient poverty. Prior to this paper, this kind of analysis has not been possible to make on a nationwide scale due to the absence of panel data. Fortunately, a set of panel data of 17,896 households has been made available by the National Statistics Office (NSO) through the 1998 and 1999 Annual Poverty Indicators Surveys (APIS) that it conducted to assess the impact of the crisis. The samples used in the APIS were the subsample of the 1997 Family Income and Expenditures Survey (FIES).

The questionnaires used for the FIES and APIS, however, are not the same. The APIS covers more topics such as questions on government programs but has less details on income. The reference period is also different. FIES collects data for the first and second semesters of the year in 2 survey rounds while the APIS collects income data for the second and third quarters of the year. Because of these two factors, the National Statistical Coordination Board (NSCB) decided not to release poverty incidence data based on the APIS.

In its ongoing research where this short article is taken from, the MIMAP-Philippines has nonetheless decided to generate poverty incidence estimates based on the APIS. It also estimated poverty thresholds in the absence of official poverty thresholds for 1998 and 1999, adjusting the poverty thresholds in 1997 to account for infla-

tion. Annual income of the household is estimated by doubling the income for six months from APIS. It would have been ideal to incorporate some seasonality adjustment to this methodology but in the absence of data on the distribution of income by quarter or month, it was not possible to do so.

Identifying the Transient vs. Chronic Poor

Based on our estimates, 31.4 percent of the Filipino families in 1997 were poor (this is very close to the 31.8 percent poverty incidence using the full sample.) In 1998, 40.5 percent of the families were poor. This slightly rose to 40.7 percent in 1999 (Table 1).

poor in 1998). Chronic poor are defined as those who have been poor all throughout the three years while transient poor are those who were non-poor in at least one year. It is recognized that three years is too short to define chronic poverty but data constraints do not permit an alternative definition.

It would also be instructive to find out who recovers easily from a shock (NPN or non-poor in 1997 and 1999; and PPN or poor in 1998 and non-poor in 1999), and who take longer, if ever, to recover from a shock (NPP or non-poor in 1997, poor in 1998 and 1999). Another group worth tracking are those who are able to take advantage of the situation (PNN or poor in

Table 1: Poverty Incidence of Families: 1997, 1998 and 1999 (Unweighted)

	1997	1998	1999
Magnitude	5,612	7,251	7,287
Proportion (percent)	31.4	40.5	40.7
Source of Basic Data: Matched Public Use Files of the 1997 Family Income and Expenditures Survey, and the 1998 and 1999 Annual Poverty Indicators Surveys.			

From these figures, it would be interesting to find out who are chronically poor, (PPP or poor in 1997, 1998 and 1999) and transient poor (NPN and NPP or non-poor in 1997 and

1997, non-poor in 1998 and 1999) and who are able to protect themselves from shocks (the non-poor in 1997, 1998 and 1999 or NNN).

RESEARCH RESULTS

Table 2 shows the number and proportion of families belonging to the above-mentioned categories, depending on their poverty status in each of the three years. Seemingly unaffected by the shocks are 46.4 percent who have remained non-poor all throughout the three years. On the other hand, 15.1 percent of families were non-poor in 1997 but became poor in 1998.

managed to become non-poor in 1998, only to revert back to poverty in 1999.

Figure 2 shows the movements in and out of poverty for the three years. It suggests that shocks can cause considerable movements. Moreover, while poverty incidence remained almost the same in 1998 and 1999, there

Table 2: Number and Percent of Families by Status of Poverty

Status of Poverty	1997	1998	1999	Number of Families	Percent
PPP	Poor	Poor	Poor	3,881	21.7
PPN	Poor	Poor	Non-poor	665	3.7
PNP	Poor	Non-poor	Poor	578	3.2
PNN	Poor	Non-poor	Non-poor	488	2.7
NPP	Non-poor	Poor	Poor	1,551	8.7
NPN	Non-poor	Poor	Non-poor	1,154	6.4
NNP	Non-poor	Non-poor	Poor	1,277	7.1
NNN	Non-poor	Non-poor	Non-poor	8,302	46.4
Total				17,896	100

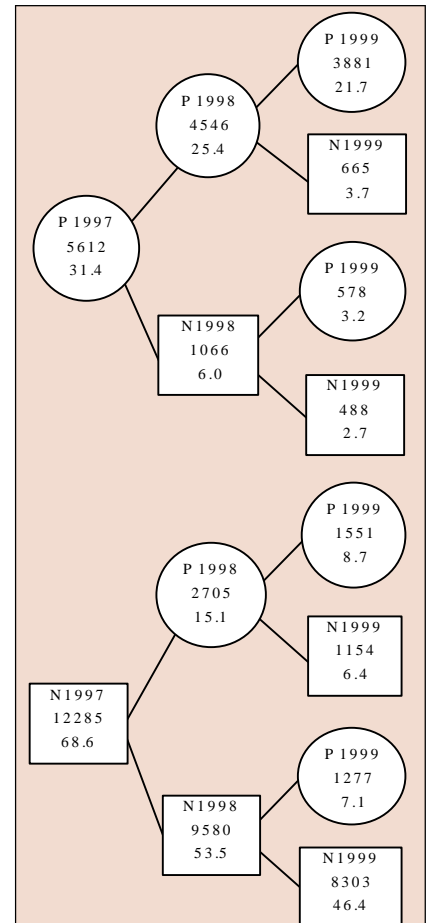
Source of Basic Data: Matched Public Use Files of the 1997 Family Income and Expenditures Survey, and the 1998 and 1999 Annual Poverty Indicators Surveys.

About 21.7 percent of the total number of families have remained poor (chronic poor) from 1997 to 1999. Only a small proportion (3.7%) became non-poor in 1999 while 3.2 percent

were still considerable shifts in poverty status. About 25 percent of the poor families in 1998 became non-poor in 1999 while 17 percent of the non-poor families in 1998 became poor in 1999.

Seemingly unaffected by the shocks are 46.4 percent who have remained non-poor all throughout the three years.

Figure 2: Movements In and Out of Poverty



Notes:

- P1997 - Families who were poor in 1997
- N1997 - Families who were non-poor in 1997
- P1998 - Families who were poor in 1998
- N1998 - Families who were non-poor in 1998
- P1999 - Families who were poor in 1999
- N1999 - Families who were non-poor in 1999

Source of BasicData: Matched Public Use Files of the 1997 Family Income and Expenditures Survey, and the 1998 and 1999 Annual Poverty Indicators Surveys.

RESEARCH RESULTS

Table 3 is similar to Table 2 but uses the subsistence threshold in identifying the subsistence or core poor. They are the ones whose per capita income is even below the minimum income needed to meet basic food needs. In this Table, “poor” refers to those families who have per capita incomes above the subsistence threshold but lower than the poverty threshold.

Of the 17,896 families in the sample, 15 percent can be regarded as core poor. Only 12 percent of the core poor in 1997 were able to move out of poverty in 1999 while 69 percent remained core poor in 1999 and 19 percent graduated to non-core poor also in the same year. In contrast, 29 percent of the “non-core poor” in 1997 became non-poor in 1999, 32 percent remained non-core poor, and 40 percent became core poor.

Meanwhile, 77 percent of the non-poor families in 1997 remained non-poor while 14 percent of the non-poor families became poor within 2 years and the remaining 9 percent became core poor.

“...the poor are more vulnerable to shocks.”

Looking at the years 1997 and 1998, 42 percent of the poor in 1997 became core poor while 32 percent remained poor. On the other hand, 22 percent of the non-poor became either core poor (9 percent) or non-core poor (13 percent). This suggests that the poor are more vulnerable to shocks. MIMAP

Table 3: Number and Percent of Families by Status of Subsistence Poverty

Status of Poverty	1997	1998	1999	Number of Families	Percent
CCC	Core Poor	Core Poor	Core Poor	1,529	8.5
CCP	Core Poor	Core Poor	Poor	290	1.6
CCN	Core Poor	Core Poor	Non-Poor	143	0.8
CPC	Core Poor	Poor	Core Poor	263	1.5
CPP	Core Poor	Poor	Poor	138	0.8
CPN	Core Poor	Poor	Non-Poor	87	0.5
CNC	Core Poor	Non-Poor	Core Poor	120	0.7
CNP	Core Poor	Non-Poor	Poor	83	0.5
CNN	Core Poor	Non-Poor	Non-Poor	109	0.6
PCC	Poor	Core Poor	Core Poor	695	3.9
PCP	Poor	Core Poor	Poor	327	1.8
PCN	Poor	Core Poor	Non-Poor	166	0.9
PPC	Poor	Poor	Core Poor	302	1.7
PPP	Poor	Poor	Poor	337	1.9
PPN	Poor	Poor	Non-Poor	269	1.5
PNC	Poor	Non-Poor	Core Poor	139	0.8
PNP	Poor	Non-Poor	Poor	236	1.3
PNN	Poor	Non-Poor	Non-Poor	379	2.1
NCC	Non-Poor	Core Poor	Core Poor	423	2.4
NCP	Non-Poor	Core Poor	Poor	326	1.8
NCN	Non-Poor	Core Poor	Non-Poor	344	1.9
NPC	Non-Poor	Poor	Core Poor	285	1.6
NPP	Non-Poor	Poor	Poor	517	2.9
NPN	Non-Poor	Poor	Non-Poor	810	4.5
NNC	Non-Poor	Non-Poor	Core Poor	412	2.3
NNP	Non-Poor	Non-Poor	Poor	865	4.8
NNN	Non-Poor	Non-Poor	Non-Poor	8,302	46.4
TOTAL				17,896	100

Source of Basic Data: Matched Public Use Files of the 1997 Family Income and Expenditures Survey, and the 1998 and 1999 Annual Poverty Indicators Surveys.

Access to Basic Household Amenities: What's New?

Access to potable water and sanitary toilet are two of the minimum basic needs that define the attainment of a decent quality of life. When the linkages of these two needs with other dimensions of poverty such as their importance to health and sanitation are considered, then the significance of ensuring access to them becomes all the more appreciated.

This article reviews the status of access to safe water and sanitary toilet of Filipino households. Have Filipino households gained more access to safe water and sanitary toilet in recent years?

Access to Safe Drinking Water

Access of Filipino households to safe drinking water has been improving through the years. From 69.9 percent of Filipino households with access to safe drinking water in 1985, the number has improved to 78.6 percent in 2000, as shown in Table 1.

Comparatively speaking, years 1985,

Table 1: Proportion of Households with Access to Safe Drinking Water, by Region

Region	1985	1988	1991	1994	1997	1998	1999	2000
Philippines	69.9	71.9	73.7	77.3	76.9	78.1	79.3	78.6
NCR	88.3	92.0	84.5	90.1	87.8	85.8	84.0	85.1
Region I	81.7	83.9	85.1	87.6	84.4	89.2	89.0	88.9
Region II	70.3	80.2	81.7	84.0	75.6	84.8	84.5	83.6
Region III	96.3	96.0	96.0	97.1	97.1	97.0	97.2	96.3
Region IV	76.2	78.0	79.8	84.3	84.7	84.3	85.5	84.5
Region V	58.5	61.0	64.0	69.7	67.0	70.9	74.0	65.8
Region VI	47.6	54.4	54.0	62.4	65.6	67.5	66.1	68.4
Region VII	57.0	57.9	62.4	66.3	63.8	64.8	67.4	71.9
Region VIII	64.0	60.8	71.8	75.0	74.5	72.9	80.0	79.9
Region IX	40.2	38.5	44.4	57.3	60.3	60.5	64.8	61.6
Region X	63.5	68.8	68.0	69.3	74.8	74.2	75.8	77.2
Region XI	73.0	75.3	75.1	74.4	73.1	78.3	78.2	73.2
Region XII	49.0	49.8	72.9	77.0	73.7	77.1	81.6	79.6
CAR	*	66.1	79.3	83.9	74.2	79.7	83.6	81.4
ARMM	**	**	16.6	26.0	30.2	29.0	29.1	30.7
CARAGA	***	***	***	***	77.7	77.9	82.3	80.0

Notes:

Considered as safe sources of water are those coming from the community water system, tubed/piped deep wells and tubed piped shallow wells.

*Provinces under CAR were part of Regions I and II in 1985.

**ARMM was created into a Region under RA No. 7864 dated November 26, 1989. Provinces under this Region were part of Regions IX and XII in 1985 and 1988.

***CARAGA was created into a region under RA No. 7901 dated February 23, 1995. Provinces under this Region were part of Regions X and XI in 1985, 1988, 1991 and 1994.

Sources of Data: Family Income and Expenditures Survey: 1985, 1988, 1991 and 1994.

Sources of Basic Data: 1997 and 2000 Family Income and Expenditures Surveys and 1998 and 1999 Annual Poverty Indicators Surveys.

INDICATORS

1988, 1991, 1994 and 1999 registered improvements, with 1994 registering the biggest increase at 3.4 percentage points. Meanwhile, years 1997 and 2000 registered declines in the percentage of households with access at 0.4 and 0.7 percentage points, respectively.

Table 1 also shows the regional distribution in terms of access to safe drinking water. Only five regions registered improvements, namely, National Capital Region (NCR), Region VI, Region VII, Region X and Autonomous Region of Muslim Mindanao (ARMM), with Region VII posting the biggest improvement at 4.5 percentage points. The remaining regions registered declines, with Region V posting the largest decrease at 8.2 percentage points, followed by Region IX at 3.2 percentage points.

Region III continued to have the biggest access at 96.3 percent followed by Region I at 88.9 percent and NCR at 85.1 percent. ARMM remained at the bottom with only 30.7 percent of households having access to safe drinking water, followed by Regions IX and V, with 61.6 percent and 65.8 percent, respectively.

Access to Sanitary Toilet Facilities

Similarly, data from surveys conducted by the National Statistics Office (NSO) reveal that access to sanitary toilet facilities has been improving through the years. From 71.6 percent of households with access to sanitary toilet facilities in 1991, the figure has risen to 82.5 percent in 2000 as gleaned in Table 2. The biggest improvement was registered during 1998 when 4.1 percent of households with access to sanitary toilets were added to an existing 76.3 percent in 1997. The

smallest improvement recorded was in 2000 when only 0.1 percent of households was added to an existing 82.4 percent in 1999.

In terms of regional distribution, Southern Tagalog (Region IV) and Western Visayas (Region VI) have consistently registered improvements on access to sanitary toilet facilities from 1991-2000. As noted in Table 2, other regions were not as consistent, improving in some years and declining in other years.

The latest survey reveals that eight regions registered an improvement on access to sanitary toilet facilities, with the ARMM posting the largest improvement at 15.4 percentage points followed by Region X at 6.5

percentage points. The remaining regions posted a decline in access, with Region V registering the biggest decline at 7.0 percentage points.

NCR has the most number of households with access to sanitary toilet facilities at 95.6 percent followed by Regions II and I, at 94.3 percent and 92.1 percent, respectively. And even though ARMM registered the biggest improvement, it still has the lowest access at 44.7 percent followed by Region V at 66.8 percent.

In summary, data show that much still has to be done to improve the Filipino households' access to safe drinking water and sanitary toilet, particularly across regions. *LEV* MIMAP

Table 2: Proportion of Households with Access to Sanitary Toilet Facilities, by Region

Region	1991	1994	1997	1998	1999	2000
Philippines	71.6	74.9	76.3	80.4	82.4	82.5
NCR	89.2	95.0	91.8	95.1	97.7	95.6
Region I	89.4	90.8	91.7	93.2	92.5	92.1
Region II	91.3	93.9	92.1	90.9	93.1	94.3
Region III	76.6	81.1	82.6	87.3	88.5	91.0
Region IV	68.4	76.8	77.8	82.2	85.2	87.3
Region V	60.2	62.8	69.9	71.7	73.8	66.8
Region VI	56.1	57.4	60.6	67.0	68.6	70.4
Region VII	64.0	64.5	65.6	72.9	74.1	72.9
Region VIII	58.9	62.4	63.4	68.7	75.4	71.5
Region IX	68.4	61.9	69.4	73.0	75.2	70.7
Region X	74.5	79.4	74.2	78.1	78.6	85.1
Region XI	80.6	81.8	80.3	83.7	84.0	84.7
Region XII	71.1	71.1	77.1	84.0	84.5	83.6
CAR	57.7	70.2	73.0	78.5	83.1	80.0
ARMM	23.1	18.9	24.5	31.2	29.3	44.7
CARAGA	*	*	84.6	86.5	86.9	86.8

Note: The type of toilet facilities considered as sanitary are water-sealed flush to sewerage system/septic tank and closed pit.

*CARAGA was created into a region under RA No. 7901 dated February 23, 1995. Provinces under this Region were part of Regions X and XI in 1985, 1988, 1991 and 1994.

Sources of Basic Data: 1991, 1994, 1997 and 2000 Family Income and Expenditures Surveys, 1998 and 1999 Annual Poverty Indicators Surveys.

NEWS UPDATES

MIMAP Poverty Network... (From Page 2)

Director of the Macro Policy Unit of the National Anti-Poverty Commission (NAPC).

For this year's conference, the MIMAP-Philippines Project Management Office (PMO), represented by its Project Director, Dr. Celia Reyes, presented its ongoing work on movements in and out of poverty utilizing data

from the Family Income and Expenditures Survey (FIES) and the Annual Poverty Indicators Survey (APIS).

The conference was followed by a 4-day training workshop on Public Expenditures and Equity facilitated by Dr. Jean Yves Duclos of the University of Laval-Canada.

The conference and training workshop were organized by the

MIMAP-Morocco Project led by Dr. Touhami Abdelkhalek, in cooperation with the MIMAP-Philippines PMO and the International Development Research Centre (IDRC)-Canada. Research papers presented during the conference may be accessed and downloaded for free from the MIMAP network website at www.mimap.org. *BEM*

MIMAP

CBMS-Palawan Update (From Page 3)

❖ CBMS information should also find their way into the regular updating of the provincial/municipal/barangay development plans, particularly in socioeconomic profiles. As

such, the corresponding policy directives should be enforced by the province down to the municipalities and barangay.

❖ The Palawan CBMS case study can be included in the Local Government Academy (LGA)-DILG

innovations or in other technical materials for distribution to all LGUs through the different local leagues. It can be replicated nationwide.

Mr. Tuaño of the NAPC, meanwhile, recommended the inclusion in the Palawan report of the effect of the establishment of the poverty monitoring system on the actual allocation of public resources. From these, changes in the distribution of local resources and their corresponding effects in the human development outcomes in the province could be traced. It would therefore be in the effects on resource allocation and, eventually, changes in social outcomes, that the introduction of such a system can be truly judged.

Mr. Nelson Devanadera of Palawan PPDO presenting the results of the CBMS.



The Forum was organized by the Bureau of Agricultural Research (BAR) and the Philippine Institute for Development Studies (PIDS). *BEM*

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Palawan Conducts... (Fom Page 3)


information gathered during the field interviews.

Invited as trainor for the event was Mr. Kenneth Ilarde, MIMAP-Philippines Senior Research Analyst. Also invited as trainors were Ms. Josephine Rabang, Ms. Sharlene Daquer and Ms.

Marissa Agnas from the PPDO. Other participants from the PPDO included Ms. Riza Flores, Ms. Everly Tan, Ms. Marife Feria, Mr. Ronaldo Pactanac and Mr. Zosimo Zabalo.



A local community volunteer in a mock interview.

Local participants, meanwhile, were led by Ms. Evelyn Sabay, a statistician from the Municipal Planning and Development Office of Aborlan. At least one community volunteer was selected from the 19 barangays of Aborlan. KCI 

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The **Updates** may now be downloaded in Adobe Acrobat format for free from the Project's website. The site can be accessed through <http://www.panasia.org.sg/mimapph>

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