CBMS as a Tool for Targeting Program Beneficiaries*

*P*overty has remained as a major problem in the Philippines. Over the past 15 years, past and present administrations have sought various ways to reduce poverty and have made it the main goal of their action agenda. Several programs and interventions that aimed to meet the needs of the population, especially the poor, were thus formulated and implemented. The question, however, is whether these programs and interventions have benefited and/or are benefiting those who need them most.

Targeting Beneficiaries: The First Step

The success of any poverty alleviation program starts with the way it targets its intended beneficiaries. Targeting, however, is difficult to do if there are no adequate information about a program's intended beneficiaries. Thus, it is important, especially in times of crisis where the poor are most affected[1], to have a poverty monitoring system wherein the poor can readily be identified and located so that poverty alleviation programs and interventions may be targeted specifically for their benefit.

Unfortunately, a review of available data indicates that some programs have not been and are not well-targeted. For instance, Table 1 shows that in 1998, only 7.8 percent of the beneficiaries under the tertiary scholarship program belonged to the poorest quintile (1st quintile) while 36.9 percent belonged to the richest quintile (5th quintile). This regressive nature of the subsidies is also evident in the case of the housing financing program in the same year. Only 8.9 percent of

the beneficiaries belonged to the poorest quintile while 44.9 percent belonged to the richest quintile. Clearly, the weak targeting schemes of these programs are very evident since very few of the intended beneficiaries—the poorer quintiles of Filipino families—were actually able to benefit.

The same pattern was evident in 1999. Again, Table 1 shows that the richer quintiles were the ones who benefited more from the government programs on housing and education. Only 2 percent of the beneficiaries of the tertiary scholarship program belonged to the poorest quintile while more than 40 percent came from the richest quintile.

In terms of housing subsidies, the rich also gained more than the poor. Only 7.5 percent of the poorest quintile were able to avail of the benefits of the housing program while 48 percent of the richest quintile were able to access the program.

But perhaps what is more worrisome is the fact that there were even decreases in the number of beneficiaries com-

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MIMAP International Researchers Convene in Quebec

*R*esearchers working on various components of the Micro Impacts of Macroeconomic Adjustment Policies (MIMAP) Project in selected countries from Asia and Africa convened for a series of meetings and workshops in Quebec City, Canada this June.

The series was organized by the University of Laval, in cooperation with the Angelo King Institute for Economic and Business Studies-De La Salle University, Manila and the International Development Research Centre, Canada.

Before the general meeting on June 25-28, a series of training workshops were conducted on June 17-22 specifically for the members of the MIMAP network working on poverty monitoring, measurement and analysis (PMMA), and on modeling and poverty impact analysis (MPIA). The training workshops were facilitated by resource persons from the Centre de Recherche en Économie et Finances Appliquée (CREFA)-Laval University led by Dr. Bernard Decaluwe, Dr. John Cockburn and Dr. Jean Yves Duclos.

An action planning workshop of MIMAP researchers working on community-based monitoring systems (CBMS) was also held in parallel sessions on June 22-23. To date, MIMAP CBMS work is ongoing in Burkina Faso, Bangladesh, Sri Lanka, Nepal, Lao, Philippines, and Vietnam. The activity was organized to brainstorm on possible activities to be undertaken by the proposed CBMS network for Asia and Africa. The network aims to provide a venue for the sharing of information and country experiences especially on the usefulness of CBMS in addressing gaps for national and local planning and program implementation. *BEM*   (MIMAP)

Diagnosing Poverty at the Local Level

*T*he National Anti-Poverty Commission (NAPC) recently invited MIMAP-Philippines Project Director, Dr. Celia Reyes, to present a proposed mechanism to diagnose poverty at the local level before an inter-agency committee working on the institutionalization of a local poverty monitoring system in the Philippines. NAPC, under the Office of the President, is mandated to convene efforts on poverty alleviation in the country.

The proposed mechanism by Dr. Reyes involves the institutionalization of a community-based monitoring system (CBMS). The system aims to provide regular and timely information on a predetermined core set of indicators of welfare. Depending on the requirements of a particular locality, other indicators may be added to the aforementioned core set of data.

The inter-agency committee is composed of representatives from the National Economic and Development Authority (NEDA), National Statistical Coordination Board (NSCB), National Statistics Office (NSO), Department of Social Welfare and Development (DSWD), Department of Interior and Local Government (DILG), National Commission on Indigenous People (NCIP), and the Department of Health (DOH).

The members agreed to provide detailed comments on the proposed system before the end of July. At the same time, meetings will be set shortly to further discuss other issues regarding the proposed system. *BEM*   (MIMAP)

MIMAP Undertakes Training on Data Processing

*T*he MIMAP-Philippines Project Management Office (PMO) recently held a series of training on data processing as part of the next phase of activities of the Provincial Government of Palawan for its second community-based monitoring system (CBMS) survey in the province.

Starting with a training at the Provincial Planning and Development Office (PPDO) on the processing of data gathered from the CBMS survey using community-level tally forms and consolidated barangay, municipal and provincial level forms on June 17-18, 2002, the session also focused on an excel-based processing system conducted for municipalities with computer capabilities.

Invited as trainor was Mr. Kenneth Ilarde, MIMAP-Philippines Senior Research Analyst while the participants included Zosimo Zabalo, Riza Flores, Josephine Rabang, Ofel Manglicmot, Ronaldo Pactanac, Sharlene Daquer, Donna Ferrer and Marissa Agnas, all of whom are members of the Research and Evaluation Division of the PPDO. They were led by Josephine Escaño, coordinator of the CBMS implementation in Palawan. Other invitees to the training workshop were Arlene Piramide and Edna Estigoy of the Municipal Planning and Development Office (MPDO) at the municipality of Brooke's Point and Mary Jane Celedoño of the MPDO at the municipality of Rizal.

The key participants from PPDO in the training sessions would in turn train focal persons in other municipalities to process the information gathered from the CBMS survey. As of this writing, the municipalities of Aborlan, Narra, Brooke's Point, Rizal, Balabac, Roxas, Dumaran, El

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Incorporating Gender Concerns in the CBMS: An Update

*T*he Micro Impacts of the Macroeconomic Adjustment Policies (MIMAP)-Philippines, through the Angelo King Institute for Economic and Business Studies and in collaboration with the Institute for Social Studies Trust (ISST) in India, is currently undertaking a study that seeks to incorporate non-conventional gender concerns in the community-based monitoring system (CBMS). In this regard, a pilot survey aimed at gathering information on the incidence of domestic violence, state of alcoholism, access to and control of resources, and mental stress among the men and women of the various households was conducted by the MIMAP-Philippines Project Management Office (PMO) in Barangay Salvacion, Puerto Princesa City, Palawan on April 22-26, 2002. Aside from household interviews, a focus group discussion was also organized and facilitated by the MIMAP-Philippines PMO. Among the discussion's participants were the key officials of the Barangay Salvacion council.

Barangay Salvacion is a rural community composed of 191 households and located north of Puerto Princesa City. Eleven (11) percent of its population consists of indigenous households. Its main sources of livelihood are farming, fishing and "sawali"-making. Salvacion is one of the 12

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RESEARCH RESULTS

Table 1: Access to Selected Programs by Quintile, 1998 and 1999
(Figures in italics represent percent)

Programs	1st Quintile		2nd Quintile		3rd Quintile		4th Quintile		5th Quintile		TOTAL	
	1998	1999	1998	1999	1998	1999	1998	1999	1998	1999	1998	1999
Housing financing	55,071	45,438	69,678	68,352	79,071	80,771	138,932	118,352	278,955	289,580	621,707	602,493
	8.9	*7.5*	*11.2*	*11.3*	*12.7*	*13.4*	*22.3*	*19.6*	*44.9*	*48.1*	*100.0*	*100.0*
Tertiary Scholarship Program	26,335	5,281	43,365	23,901	63,860	47,229	80,809	74,701	125,234	108,592	39,604	259,704
	7.8	*2.0*	*12.8*	*9.2*	*8.8*	*18.2*	*23.8*	*28.8*	*36.9*	*41.8*	*100.0*	*100.0*

Source of Basic Data: 1998 and 1999 Annual Poverty Indicators Surveys (APIS).

ing from the poorest quintile—small as they already were—for both programs in1999 as compared to 1998. For the tertiary scholarship program, the number dramatically dropped to 5,281, a mere 2 percent of the total number of the program's beneficiaries. In contrast, the proportion of beneficiaries who belonged to the richest quintile increased for both programs in 1999, reflecting the inaccuracy in the targeting scheme used.

Problems in Targeting

The problem of targeting program beneficiaries has been one of the major challenges faced by government agencies tasked with reducing poverty, especially the National Anti-Poverty Commission (NAPC). Often, it is the precision(or imprecision) of targeting that determines the success (or failure) of any poverty reduction program. Leakages are brought about by the high costs of information necessary to distinguish the poor from the non-poor.

Various targeting schemes have been done in the past but almost all have inadequately found their target beneficiaries. The government's Social Reform Agenda (SRA), for example, used geographical targeting in allocating funds to finance poverty alleviation programs. Unfortunately, this type of targeting, which has the virtue of simplicity, is susceptible to the problem of exclusion as well as of leakages. A case in point is the listing of the 20 priority provinces that the government initially identified for the implementation

> **O**ften, it is the precision (or imprecision) of targeting that determines the success (or failure) of any poverty reduction program.

of the SRA. Only 11 percent of the poor are in these areas.

The government then shifted its strategy to that of focusing on 5th and 6th class municipalities. However, since the class of the municipality is based on the income of the municipality (derived from real estate taxes and other revenues collected by the municipality) and not on the incomes of the residents, this strategy was not able to truly isolate the real poor beneficiaries from the richer residents.

The current administration has thus modified this scheme by considering other factors in choosing priority areas. Its *Kapit Bisig Laban sa Kahirapan* (KALAHI) program represents its framework and program for an expanded, accelerated and focused strategy against poverty. But while it also targets the poorest municipalities and barangays, it, however, seeks to identify pilot areas first. It also makes sure that stakeholders like nongovernmental organizations (NGOs), local government units (LGUs), the private sector and the academe become important partners.

The present administration's criteria for identifying priority areas include the following:

❖   High poverty incidence,

Latest Employment Profile

*O*ne of the flagship campaigns of the present Philippine administration is to sustain job opportunities for the people, especially for those who are living in poverty. Providing jobs or employment is, after all, one of the most direct means to help fight poverty.

Overall Situation

Recent records of the Labor Force Survey of the National Statistics Office (NSO), however, indicate that the figures, as shown in Table 1, may not exactly bear the government's efforts out. Compared to April 2001, the overall employment rate[1] of the country declined by 0.6 percentage points in April 2002. In the same point of reference too, overall underemployment[2] climbed by 2.1 percentage points. Women experienced more difficulties in that underemployment among them rose higher at 2.3 percentage points compared to roughly 2.2 percentage points for that among men. More women also became unemployed than men with the rate increasing by almost 1.1 percentage points compared to 0.4 percentage points among men.

Asian financial crisis, employment dropped by 2.9 percentage points. It recovered slightly in 1999, only to drop again in 2000.

Upon assumption of the present administration in office in 2001, employment recovered fairly with a modest increase of 0.6 percentage points. However, as noted earlier, the latest data, as gleaned in Figure 1, indicate that employment still declined, accompanied by a rise in underemployment.

The underemployment picture, meanwhile, tells a story by itself. In 1998, despite the decline in employment, underemployment went down by 2.4 percentage points. Then, it rose in 1999 together with an increase in the employment rate. This shows that despite of the increased number of jobs made available in 1999, these were not suitable to those who occupied them. A lot of people with jobs still wanted additional work or desired to have new jobs with longer working hours. Underemployment then experienced

Table 1: Employment and Underemployment Rates, 2001-2002 (in percent)

	2001			2002			Change		
	Both Sexes	**Male**	**Female**	**Both Sexes**	**Male**	**Female**	**Both Sexes**	**Male**	**Female**
Employment	86.7	87.4	85.7	86.1	87.0	84.8	-0.6	-0.4	-0.9
Underemployment	17.5	20.1	13.1	19.6	22.3	15.4	2.1	2.2	2.3
Source of Basic Data: Labor Force Survey (April Round), National Statistics Office.									

Sadly, despite the campaigns for greater and sustained employment opportunities by previous administrations, the employment situation in the Philippines does not appear to have really taken off. In fact, in 1997-1998, perhaps due to aggravation brought about by the 1997 East

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[1]Defined as the proportion in percent of the total number of employed persons to the number of persons in the labor force.

[2]Defined as the proportion in percent of the total number of underemployed persons to the total number of employed persons. This includes all employed persons who express the desire to have additional hours of work in their present job or an additional job, or to have a new job with longer working hours.

a "see-saw" when it rose by 2.4 percentage points in 2000, then plunged by 7.6 percentage points in 2001, only to rise again in 2002.

In terms of gender analysis, Figure 1 also shows that the trend in both employment and underemployment rates for men and women has nearly been parallel in the past five years. This means that there has always been almost the same apparent increase or decrease in the employment and underemployment between males and females. Thus, every
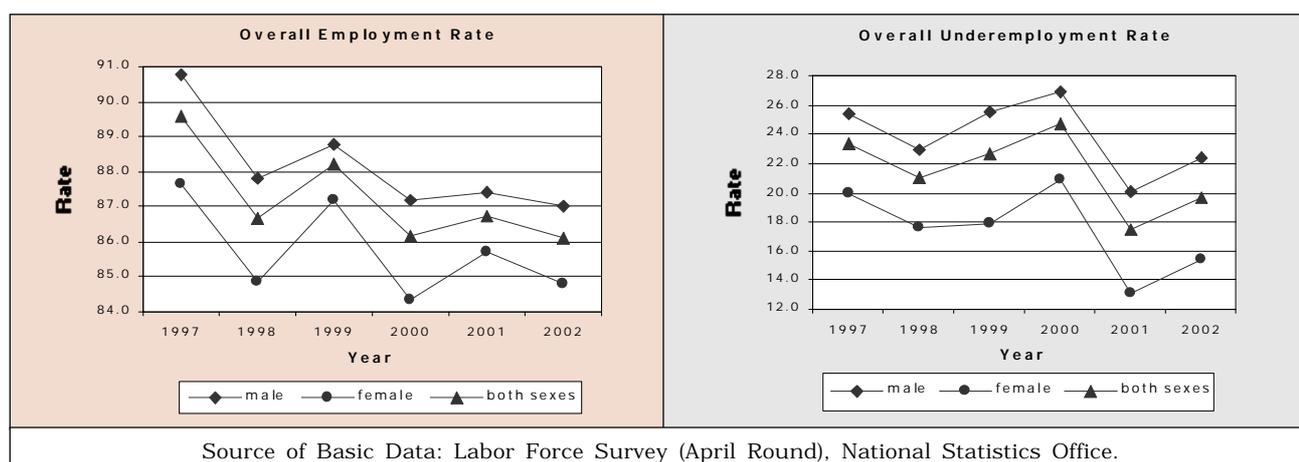
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Figure 1: Trends in Employment and Underemployment Situation, 1997-2002

Source of Basic Data: Labor Force Survey (April Round), National Statistics Office.

change in the employment and underemployment rates among males is accompanied by the same corresponding increase/decrease among females.

Regional Distribution

Taking a glimpse at the employment data across regions of the country (Table 2), it can be seen that Central Luzon (Region III) experienced the greatest plunge in employment at roughly about 2.9 percentage points, followed by the National Capital Region (NCR) and Region X. Region VIII, on the other hand, had the greatest increase in employment at almost 4.0 percentage points. Most of the other regions, however, failed in increasing or sustaining employment in their respective areas.

For the share of employment by region, Table 2 also shows that the Autonomous Region in Muslim Mindanao (ARMM) has the highest incidence of employment at 91.6 percent in 2002 while the NCR has the least at 79.7 percent. Region VIII has the second highest in employment incidence (89.8%). Region III, on the other hand, which has the greatest decrease in employment, ranks fourth among the lowest in employment incidence.

In the meantime, in terms of underemployment, Table 3 shows Region VII as having the biggest increase in 2001-2002 at 9.3 percentage points. This means that many of those working there are not suitable for their jobs or desire to look for additional work. Region IX, on the other

Table 2: Employment Incidence, by Region, 2001 and 2002 (in percent)

Region	2001	2002	Change
Philippines	86.7	86.1	-0.6
NCR	82.3	79.7	-2.6
CAR	89.1	89.5	0.4
Region I	87.1	84.8	-2.3
Region II	89.7	89.3	-0.4
Region III	87.9	85.0	-2.9
Region IV	86.7	87.0	0.3
Region V	88.3	87.6	-0.7
Region VI	84.5	86.6	2.1
Region VII	84.5	84.6	0.1
Region VIII	86.2	89.8	3.6
Region IX	88.0	88.9	0.9
Region X	91.7	89.1	-2.6
Region XI	87.5	87.3	-0.2
Region XII	88.9	86.5	-2.4
ARMM	93.0	91.6	-1.4
CARAGA	88.1	88.4	0.3

Source of Basic Data: Labor Force Survey (April Round), National Statistics Office.

hand, has the highest rate of decrease in underemployment at 2.8 percentage points.

Among the regions, too, Region IX, while able to manage to reduce its underemployment, was not, however,

able to significantly increase its employment. On the other hand, ARMM, although having the highest incidence of employment in 2001-2002, has a relatively big increase in its underemployment.

Table 3 also presents the different incidences of underemployment in the regions. Region V prominently stands out with a 35.0 percent incidence, followed by Region X (30.2%). NCR has the least incidence of underemployment, thereby jibing with the result that it has a relatively low increase in underemployment. Meanwhile, Region VIII, the area with the highest increase in employment generation and lowest rate of increase in underemployment, somehow still maintains a relatively high incidence of underemployment at 24.0 percent in 2002.

Table 3: Underemployment Incidence, by Region, 2001 and 2002 (in percent)

Region	2001	2002	Change
Philippines	17.5	19.6	2.2
NCR	11.6	12.0	0.3
CAR	11.7	17.1	5.4
Region I	12.9	16.0	3.1
Region II	18.4	22.2	3.9
Region III	8.9	12.7	3.8
Region IV	14.8	16.1	1.3
Region V	31.6	35.0	3.4
Region VI	20.7	24.0	3.3
Region VII	6.1	15.4	9.3
Region VIII	23.7	24.0	0.3
Region IX	20.9	18.1	-2.8
Region X	32.6	30.2	-2.5
Region XI	26.8	24.2	-2.6
Region XII	22.9	26.6	3.6
ARMM	10.1	13.7	3.6
CARAGA	21.6	24.7	3.1

Source of Basic Data: Labor Force Survey (April Round), National Statistics Office.

Concluding Remarks

The preceding descriptions convey that indeed, employment did not improve much and even declined for the most part in recent years. And although the decline has not been drastic, what should cause some alarm is the significant increase in underemployment. In terms of unemployment, it should likewise be noted that women are found to be somehow dominant in the portion of population who are unemployed. *JEB* MIMAP

❖ Communities experiencing or recovering from the 1997 Asian financial crisis and El Niño as well as from armed conflict,

❖ Presence of asset reform problem or large gap in asset reform program,

❖ Presence of vulnerable poor sectors, and

❖ Areas not included in major financial assistance projects.

Institutionalizing the CBMS for Information Base

As noted earlier, targeting through an identification of priority areas or through other means, can only succeed if there is an adequate information base to start with. The government's listing of priority areas would therefore depend on this. Since the official poverty statistics coming from the National Statistics Office (NSO) are available only at the provincial level and not at the municipal and barangay levels, the NAPC has to rely on LGUs to provide the necessary information. This is where the importance of having a poverty monitoring system at the barangay level comes in. Only with a community-based monitoring system (CBMS) can it be assured that targeted programs could be carried out. Local level statistics are necessary for national agencies in the identification of priority areas and allocation of resources. They are necessary for LGUs and program implementors in the identification of beneficiaries.

One concern in institutionalizing a CBMS, however, is its cost of implementation. To address this, the poverty monitoring system must be integrated as part of the LGUs' planning system. Data collection and analysis can be done by the LGUs in support of the preparation of their Annual Investment Plans. This has been given a boost by recent developments such as the issuance by the Department of Interior and Local Government (DILG) in December 2001 of a circular requiring all provinces and municipalities to identify a Poverty Reduction Action Officer (PRAO) as the focal person for their poverty reduction programs. The PRAOs would need data on the different dimensions of poverty to be able to diagnose the poverty situation in their localities before they can formulate a poverty reduction program. This should thus prompt all LGUs to institutionalize a barangay-based monitoring system that would allow them to track the poverty situation in their areas. *KCI* MIMAP

MIMAP Undertakes....   (From Page 3)

Nido, Coron, Linapacan, Cagayancillo, Cuyo, Agutaya, and Magsaysay have already conducted the second round of CBMS surveys in their respective localities.

On June 20-21, 2002, the MIMAP-Philippines PMO and the PPDO conducted a similar data processing training in the municipality of Narra, Palawan. Invited as trainors were Kenneth Ilarde once again, Riza Flores and Marife Feria of the PPDO. The training consisted of classroom lectures and hands-on exercises on the use of the community-level tally sheets and the barangay consolidation form.

Said training was participated in by 45 Barangay Nutrition Scholars (BNS), Barangay Health Workers (BHW), and Community Volunteers from the 7 barangays of Narra. *KCI*

MIMAP

Incorporating Gender....   (From Page 3)

pilot areas chosen earlier by the Puerto Princesa city government to be included in its initial phase of the CBMS implementation. The CBMS survey in Salvacion was held in November 2001 and was able to generate information related to general welfare conditions of the community such as income and livelihood, health and sanitation, education, and peace and order. The ongoing study on gender, which aims to reflect the difference(s) in welfare status between male and female members of the community, refined the CBMS questionnaire to facilitate further disaggregation of selected CBMS data.

Results of the pilot survey in Barangay Salvacion are currently being processed and analysed by the MIMAP-Philippines PMO. They will be presented in an international conference tentatively scheduled in November 2002 in India. *JPA*

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