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## Working Paper 2005-07

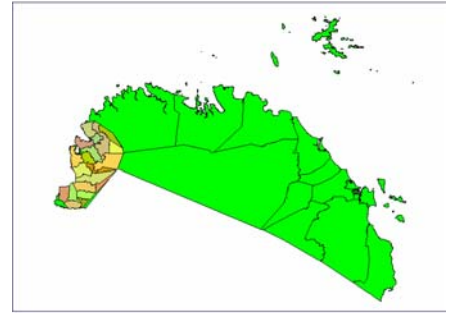
### *Local Development Planning: A Sta. Elena Experience*

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# *Local Development Planning: A Santa Elena CBMS Experience*



## **I. Profile of Santa Elena, Camarines Norte**

### **A. Location & Boundaries**

At southern portion of the Luzon island in the Philippines is the municipality of Santa Elena, Camarines Norte. Santa Elena lies at the frontier of the Bicol Region situated on the northernmost part of the Bicol Peninsula, it is bounded north by the Municipality of Capalonga, south by the municipality of Calauag, Quezon, east by the municipality of Labo, Camarines Norte and west by the Basiad Bay of the Pacific Ocean. The town proper (Poblacion) is 263 kilometers south of the Metro Manila.

### **B. Land Area**

The municipality of Sta. Elena comprised by nineteen barangays (sub political division) has a land area of 19,935 hectares. Barangay San Pedro having the least area and Barangay Villa San Isidro with the largest area most of where the remaining forest cover is situated. Sta. Elena has the seventh largest area province-wide and comprises 6.1% of the provincial area of 211,250 hectares.

### **C. Political Subdivision**

Sta. Elena is a 4<sup>th</sup> class municipality and created as the eleventh of the twelve municipalities in the province of Camarines Norte. It consists of nineteen barangays namely: Basiad, Bulala, Don Tomas, Guitol, Kagtalaba, Kabuluan, Maulawin, Patag Ibaba, Patag Ilaya, Plaridel, Pulong-guitguit, Rizal, Salvacion, San Lorenzo, San Pedro, San Vicente, Sta. Elena (Poblacion), Tabugon and Villa San Isidro.

## D. Economic Opportunity

Copra and other coconut products is one of the major products in the municipality. Total area planted to coconut is 2,966 hectares with a total of 213,284 bearing (187,734) and non-bearing (25,550) trees as of 1999 data of Philippine Coconut Authority (PCA).

Rice production in the municipality accounts for 2,572.54 metric tons. This came from 597 hectares of physical rice areas with 359 hectares irrigated and 238 hectares rainfed.

Vegetables production in 2000 for the municipality is minimal a 0.357 hectares with a production 0.4 metric tons.

Fruits/Fruit Trees produce in the municipality is of the citrus specie particularly sincome variety. More than a hundred (100) hectares have been planted to citrus and mainly marketed in Metro-Manila for juice extract. Other fruits produce in the municipality are the following: banana, papaya, mango (Indian, carabo), watermelon, singkamas, guava, pineapple, jackfruit, avocado, star apple, atis, and guyabano.

Livestock and Poultry production in Sta. Elena is in the hands of backyard raisers. Corn is a small scale or underdeveloped crop in the municipality with production mainly for local consumption.

Fish and other Marine Resources is considered a future potential growth area of the municipality. Santa Elena has eight (8) coastal barangays located at the Lamon Bay along the Pacific ocean area considered as among the major fishing grounds in the country.

Sta. Elena only has the sixth highest number of coastal barangays, but in terms of production the municipality ranks second in the province with a total production posted at about 3,684.96 metric tons. This is unlikely considering that the municipality has no developed fish port facilities unlike the first rank town of Mercedes and other municipalities in the province.

Although the municipality is the second in production from brackish-water fishpond at 489.6 metric tons it is largely under-developed. Santa Elena has the largest potential fishpond area in the province at 789.34 hectares, 568.82 hectares developed productive (497.28) and unproductive (71.54) fishpond and 220.52 hectares undeveloped fishpond areas.

The province has identified sites suitable for seaweeds culture at an estimated area of 150.34 hectares second largest in the province. Shellfish such as oyster and mussel are also potential sea farming producers in the coastal barangays.

## **E. CBMS Background in Santa Elena**

### **1. CBMS Opportunity**

A Municipal Planning Development Office being at the forefront of socio-economic planning activity has always been challenged to come up with development programs, projects and activities that will effectively benefit a locality. A usual problem not only in Santa Elena is the financial constraints of a fourth class municipality such as ours in pursuing all major development projects. It is but necessary that we have to make do with our resources most of the time. A fourth class municipality usually has just 1 or 2 support office staff thus the need to work with other sectors to maximize our output.

The Philippine Government launched a program to establish a development blue print dubbed the Philippine Agenda 21. A part of the said agenda is the Social Reform Agenda (SRA) the goal of which is to improve the poverty incidence situation in the country using a Minimum Basic Needs assessment. The MBN survey categorizes poverty in 33 poverty indicators classified into three classes namely survival needs, security needs and enabling needs. Said program was initiated in 1997. It is supposed to provide adequate attention to social development rather than the traditional economic or infrastructure development that most local officials are fond of.

Most if not all planning activities mainly rely on data gathered in all aspects of the municipality. The more comprehensive is the data the better. The validity or reliability of gathered data serves as basis for a well prepared development plan.

We had a data gap for 9 out the 19 barangays in our municipality due to past boundary disputes. That situation only heightened the data gap wherein data from the said barangays were hardly made available due largely to the prevailing adjustment period of the new barangays and some political reasons.

We first had the opportunity to work with MIMAP on Community Based Monitoring System (CBMS) in March of 2003 which we really need for three reasons. One is to establish a database (in our case a social sector database) which we found to be suited to our needs at this point and comprehensive enough to be expandable to other sectors. Second is it has a GIS or Geographic Information System component (read map based) which is more readily appreciated by our decision makers (the Mayor and the Sangguniang Bayan) with its digitized map feature. The financial constraint component is the third reason for us to take the opportunity to try the CBMS program. Database with GIS feature offered today in the market for a fourth class municipality such as ours is priced at more than a million pesos (Php 1,000,000.00).

## **2. Data Collection**

We conducted the Training Workshop on Data collection in May of 2003 completing the data collection by the end of August of the same year. We utilized more than fifty (50) enumerators. Minor problems were encountered with the data collection.

We added investment by procuring a computer from savings from capital outlays which was capable enough to process the database and the mapping component.

The data encoding for the CBMS database contained 7521 household data. We were able to utilize two encoders with two computers. Said encoders and computers were not exclusively utilized for the program but other office work as well.

## **3. Spot Maps**

The enumerators were also tasked in the preparation of their barangay Spot Map. It is their common knowledge of the barangay with respect to the households, location of infrastructure facilities such as roads and buildings, and more particularly the knowledge of where the subdivision of the barangay into smaller puroks. It is in this tasked of mapping that the enumerators had difficulty largely due to lack of adequate skills in mapping. They sought assistance from other knowledgeable persons in the barangay in the preparation of the spot map.

## **4. Geographic Information System**

Local Government Units (LGUs) make decisions that involve land or geographically related issues ranging from land development to environmental health, peace and order or basic service delivery. For LGUs Geographic Information System is beneficial for planning since it combines geographic data ( the locations of man-made and natural features on earth like houses, streets, rivers) and information (like names, addresses, classification, coordinates) to generate maps for visualization and analysis. In the advent of continuous development in information technology Geographic Information System visualizes maps, in this case digitized maps with references utilizing global coordinates. Data in database are more emphasized in digitized map presentation and by experience readily appreciated and probably understood better by decision makers and laymen as well.

With the CBMS Program utilizing the Natural Resource Database software (mapping software) the important thing is to create a map of an area in our case municipality which is reliably aligned with the global coordinates.

With some difficulty we were able to digitize our maps with some resourcefulness and with the Natural Resource Database software (mapping software) of the CBMS Program.

## **F. CBMS Survey Results**

### **1. Demography**

Santa Elena has a total household population of 7,521 households. Population count reached 38,091 persons. Average household size is 5 persons per household.

Barangay Poblacion has the highest population count among the barangays with 7,690 persons and 1,559 households. While barangay Villa San Isidro has the lowest population count with 329 persons and 61 households.

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

#### ***Child Deaths***

Results of the CBMS Survey in 2003 reveals that out of 7,389 children ages 0-6 years old, 59 died in the municipality in the past year. Thirty Eight (38) are males while twenty one (21) are females. The highest rate recorded was in Barangay Santa Elena (Poblacion) where 32 children died. The deaths were mostly due to neonatal deaths among infants and measles among children.

Meanwhile, there were 9 and 7 children in Maulawin and San Lorenzo who died in the past year. Infant deaths were mostly due to still birth while child deaths were caused by water borne diseases such as typhoid and dehydration from intestinal disorders.

Table 1. Number and Proportion of Child Deaths (0-6 years old), Municipality of Santa Elena, Camarines Norte, 2003

BARANGAY	Total number of Children 0-6 years old	Child Deaths	
		Magnitude	Proportion
Basiad	532	4	0.8
Bulala	363	1	0.3
Don Tomas	405	0	0.0
Guitol	128	0	0.0
Kabuluan	298	0	0.0
Kagtalaba	265	0	0.0
Maulawin	480	9	1.9
Patag Ibaba	116	0	0.0
Patag Ilaya	107	0	0.0
Plaridel	266	1	0.4
Pulongguitguit	336	1	0.3
Rizal	389	1	0.3
Salvacion	131	1	0.8
San Lorenzo	1250	7	0.6
San Pedro	285	0	0.0
San Vicente	204	0	0.0
Sta. Elena (Poblacion)	1484	32	2.2
Tabugon	290	2	0.7
Villa San Isidro	60	0	0.0
<b>SANTA ELENA</b>	<b>7,389</b>	<b>59</b>	<b>0.8</b>

Source: CBMS Survey, 2003

### **Malnutrition**

Data for the municipality shows a 4.6 prevalence of malnutrition among children ages 0-5 years old. The highest number of malnourished children was 38 in both barangays of Bulala and Maulawin. Barangay San Lorenzo ranked 3<sup>rd</sup> with 31 malnourished children and Barangay Kabuluan registered 4<sup>th</sup> with 29. Of the 285 cases of malnutrition 262 of which are moderately malnourished with 118 males and 144 females. Severely malnourished children cited 23 cases with 10 males and 13 females. Most cases are from impoverished households.

In response to this, a feeding program was launched through the KAPIT BISIG PROGRAM in 2004 and a feeding program for 6 to 36 months old children for 2005.

Table 2. Number and Proportion of Malnourished Children (0-5 years old), Municipality of Sta. Elena, Camarines Norte, 2003

BARANGAY	Total number of children (0-5 yrs old)	Malnourished Children	
		Magnitude	Proportion
Basiad	439	7	1.6
Bulala	318	38	11.9
Don Tomas	338	0	0.0
Guitol	107	14	13.1
Kabuluan	242	29	12.0
Kagtalaba	222	14	6.3
Maulawin	404	38	9.4
Patag Ibaba	100	0	0.0
Patag Ilaya	90	10	11.1
Plaridel	220	25	11.4
Pulongguit	283	22	7.8
Rizal	321	27	8.4
Salvacion	115	11	9.6
San Lorenzo	1,082	31	2.9
San Pedro	247	0	0.0
San Vicente	171	2	1.2
Sta. Elena (Poblacion)	1,245	9	0.7
Tabugon	251	7	2.8
Villa San Isidro	48	1	2.1
<b>SANTA ELENA</b>	<b>6,243</b>	<b>285</b>	<b>4.6</b>

Source: CBMS Survey, 2003

### 3. Education

#### *Elementary school participation*

There 16 elementary schools in the municipality with only one privately run elementary school. Four barangays do not have an elementary school.

Data from the CBMS Survey shows a 78.8 elementary school participation rate among children 6-11 years old. Barangay Patag Ibaba recorded the highest elementary school participation rate of 91.3 percent while Barangay Villa San Isidro registered the lowest rate of only 69.5 percent attributed to the lack of school facility in the barangay.



Table 3. Elementary school participation, Municipality of Sta. Elena, Camarines Norte, 2003

BARANGAY	Total Number of Children (6-11 years old)	Elementary school participation	
		Magnitude	Rate
Basiad	488	408	83.6
Bulala	304	242	79.6
Don Tomas	347	271	78.1
Guitol	95	70	73.7
Kabuluan	275	222	80.7
Kagtalaba	224	163	72.8
Maulawin	427	312	73.1
Patag Ibaba	92	84	91.3
Patag Ilaya	94	74	78.7
Plaridel	244	205	84.0
Pulongguit	332	249	75.0
Rizal	413	334	80.9
Salvacion	124	100	80.6
San Lorenzo	1,068	826	77.3
San Pedro	248	199	80.2
San Vicente	175	145	82.9
Sta. Elena (Poblacion)	1,372	1,060	77.3
Tabugon	292	250	85.6
Villa San Isidro	59	41	69.5
<b>SANTA ELENA</b>	<b>6,673</b>	<b>5,255</b>	<b>78.8</b>

Source: CBMS Survey, 2003

### **Secondary school participation rate**

Of the seven (7) secondary schools in the municipality four are public high schools and two (2) private high schools. Pending proposals are two more secondary schools.

As seen in Table 3, the municipality recorded a 45.2 secondary school participation rate. This means that for every 100 children ages 12-15, there are only 45 who are attending secondary school.

At the barangay level, Brgy. San Vicente was shown to have the highest rate at only 57.3 percent while Brgy. Villa San Isidro got the lowest rate of 19.5 percent.

Barangays with low participation rate mostly do not have secondary school facilities in their locality.

Table 4. Secondary school participation, Municipality of Sta. Elena, Camarines Norte, 2003

BARANGAY	Total Number of Children (12-15 years old)	Secondary school participation	
		Magnitude	Rate
Basiad	280	135	48.2
Bulala	218	82	37.6
Don Tomas	214	96	44.9
Guitol	70	36	51.4
Kabuluan	194	100	51.5
Kagtalaba	120	37	30.8
Maulawin	251	98	39.0
Patag Ibaba	56	26	46.4
Patag Ilaya	55	21	38.2
Plaridel	143	79	55.2
Pulongguit	166	48	28.9
Rizal	226	121	53.5
Salvacion	69	19	27.5
San Lorenzo	661	253	38.3
San Pedro	167	73	43.7
San Vicente	110	63	57.3
Sta. Elena (Poblacion)	790	418	52.9
Tabugon	192	105	54.7
Villa San Isidro	41	8	19.5
<b>SANTA ELENA</b>	<b>4,023</b>	<b>1,818</b>	<b>45.2</b>

Source: CBMS Survey, 2003

#### 4. Water and Sanitation

##### ***Access to safe water supply***

Data from the CBMS Survey shows a low proportion of households without access to safe water supply of 38.2. Safe water supply, in this study, is defined as water coming from community water system, deep well and artesian wells. The most common source of safe water in the rural barangay are from water systems maintained by the barangay or the municipal government and deep wells that are treated and monitored by the health office, which is used by 4646 households or 61.7 % of the total.

A high 96.7 percent was registered by Brgy. Villa San Isidro or 59 out of 61 households does not have access to safe water supply. Patag Ilaya and Salvacion followed with both 96.2 proportion of households without access to

water supply. Most of the households in these barangays get their drinking water from shallow wells or spring sources that are not properly maintained.

On the other hand, barangay Kabuluan was shown to have the lowest proportion of households without access to safe water. Sta. Elena (Poblacion), Bulala and San Lorenzo also registered a low rate for this indicator.

This is highly due to the fact that there is an existing municipal water system run by the municipal government prioritized for development to provide access to safe water. The rugged terrain of the municipality have ample source of spring water but needed a sizeable investment to distribute said resource. The municipal water system currently service 1,300 paying concessionaires that allows the government to recover capital investment at affordable rates and some areas with socialized schemes. Currently water from the system is sold at a rate of eleven pesos (Php 11.00) per cubic meter. The project would allow us to expand service to other barangays.

Table 5. Households without access to safe water supply, Municipality of Sta. Elena, Camarines Norte, 2003

BARANGAY	Total number of households	Households without access to safe water supply	
		Magnitude	Proportion
Basiad	494	264	53.4
Bulala	332	73	22.0
Don Tomas	432	145	33.6
Guitol	117	94	80.3
Kabuluan	390	46	11.8
Kagtalaba	226	194	85.8
Maulawin	442	201	45.5
Patag Ibaba	126	48	38.1
Patag Ilaya	106	102	96.2
Plaridel	297	216	72.7
Pulongguit	337	124	36.8
Rizal	445	112	25.2
Salvacion	133	128	96.2
San Lorenzo	1,191	262	22.0
San Pedro	295	272	92.2
San Vicente	208	61	29.3
Sta. Elena (Poblacion)	1,559	332	21.3
Tabugon	330	142	43.0
Villa San Isidro	61	59	96.7
<b>SANTA ELENA</b>	<b>7,521</b>	<b>2,875</b>	<b>38.2</b>

Source: CBMS Survey, 2003

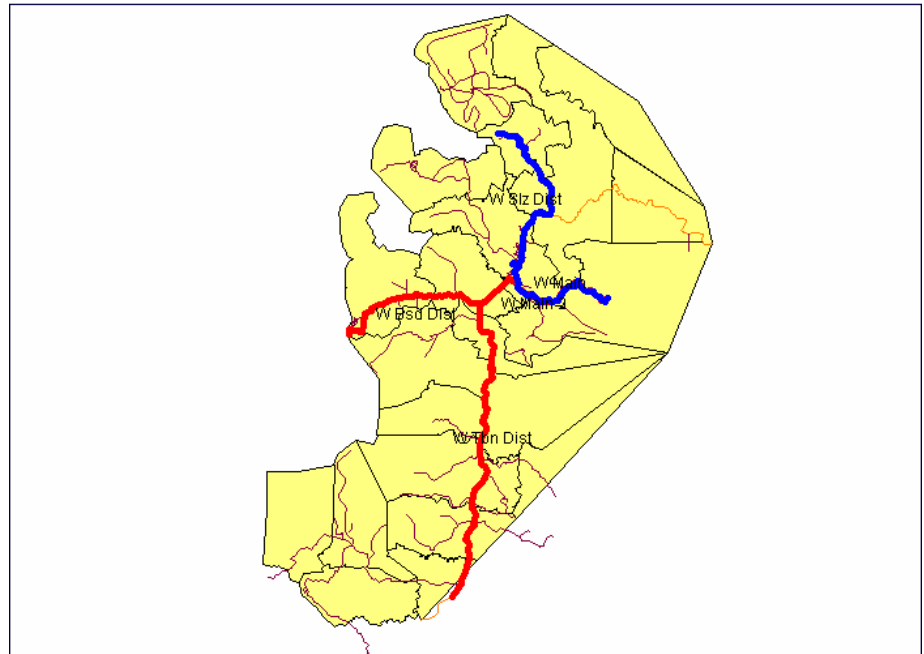
WATER SYSTEM  
MAIN PIPELINE

**Legend:**

**Installed CY 1995-2001**



**Installed CY 2003-2004**



**Access to sanitary toilet facilities**

Of the total number of households surveyed in the barangay, 40.9 percent does not have access to sanitary toilet facilities (defined as water-sealed or flush toilet facilities), 3074 households uses unsanitary facilities and only 4447 households have access to sanitary ones.

The barangays of Patag Ilaya and Patag Ibaba shows the highest proportion of household without sanitary toilet facilities of 94.3 and 92.1, percents respectively. On the other hand, Sta. Elena (Poblacion) and Rizal shows the lowest unsanitary access with only 9.7 and 13.3 percents, respectively.

It was noted that most of the barangays without access to sanitary toilets are those that have low access to water in general. Mostly rural upland/ coastal barangays experience this problem.

Table 6. Households without access to sanitary toilet facilities, Municipality of Sta. Elena, Camarines Norte, 2003

BARANGAY	Total number of households	Households without sanitary toilet facilities	
		Magnitude	Proportion
Basiad	494	240	48.6
Bulala	332	142	42.8
Don Tomas	432	221	51.2
Guitol	117	92	78.6
Kabuluan	390	140	35.9
Kagtalaba	226	176	77.9
Maulawin	442	280	63.3
Patag Ibaba	126	116	92.1
Patag Ilaya	106	100	94.3
Plaridel	297	142	47.8
Pulongguitguit	337	181	53.7
Rizal	445	59	13.3
Salvacion	133	113	85.0
San Lorenzo	1,191	561	47.1
San Pedro	295	108	36.6
San Vicente	208	52	25.0
Sta. Elena (Poblacion)	1,559	151	9.7
Tabugon	330	156	47.3
Villa San Isidro	61	44	72.1
<b>SANTA ELENA</b>	<b>7,521</b>	<b>3,074</b>	<b>40.9</b>

Source: CBMS Survey, 2003

## 5. Shelter

### *Informal Settlers (Squatters)*

Table 7 shows the magnitude and proportion of households who are informal settlers or squatters. Squatter households are those who are living their own house in rent-free lots without consent of the lot-owner and those whose are living in rent-free house and lot without consent of the owners.

Sta. Elena registered a low rate of squatting with 3.0 percent or 224 out of 7,521 households living in the municipality. The biggest number of squatting households is found in Brgy. Pulongguitguit with 94 households. In the Poblacion area, there are 45 squatting households while 30 households were registered to be squatters in Brgy. San Lorenzo.

Informal settlers although minimal, represents migrants who are looking for economic opportunities in the municipality. The rapid population growth have also contributed to the growth of informal settlers. The municipality have been host varied cultural mix of the country.

Table 7. Households who are informal settlers, Municipality of Sta. Elena, Camarines Norte, 2003

BARANGAY	Total number of households	Households who are squatting	
		Magnitude	Proportion
Basiad	494	27	5.5
Bulala	332	0	0.0
Don Tomas	432	2	0.5
Guitol	117	0	0.0
Kabuluan	390	3	0.8
Kagtalaba	226	1	0.4
Maulawin	442	13	2.9
Patag Ibaba	126	0	0.0
Patag Ilaya	106	0	0.0
Plaridel	297	1	0.3
Pulongguit	337	94	27.9
Rizal	445	3	0.7
Salvacion	133	0	0.0
San Lorenzo	1,191	30	2.5
San Pedro	295	0	0.0
San Vicente	208	0	0.0
Sta. Elena (Poblacion)	1,559	45	2.9
Tabugon	330	5	1.5
Villa San Isidro	61	0	0.0
<b>SANTA ELENA</b>	<b>7,521</b>	<b>224</b>	<b>3.0</b>

Source: CBMS Survey, 2003

### ***Households living in makeshift housing***

With regards to living in makeshift housing, 30.4 percent of the total households own their house and lot while 43.67 percent own their houses on rent-free lots with the consent of the lot owners. Four Hundred Twenty Five (425) households in the barangay live on rent-free house and lot with the consent of owners.

Brgy. Poblacion has the highest number of households living in makeshift housing with 37 households. Barangays San Lorenzo, San Pedro and Bulala wre found to have 26, 24 and 22 households living in makeshift housing.

On the other hand, there are four barangays without households who are living in makeshift housing namely: Patag Ibaba, Patag Ilaya, Pulongguitguit and Villa San Isidro.

Table 8. Households living in makeshift housing, Municipality of Sta. Elena, Camarines Norte, 2003

BARANGAY	Total number of households	Households who are living in makeshift housing	
		Magnitude	Proportion
Basiad	494	6	1.2
Bulala	332	22	6.6
Don Tomas	432	6	1.4
Guitol	117	15	12.8
Kabuluan	390	2	0.5
Kagtalaba	226	1	0.4
Maulawin	442	7	1.6
Patag Ibaba	126	0	0.0
Patag Ilaya	106	0	0.0
Plaridel	297	10	3.4
Pulongguitguit	337	0	0.0
Rizal	445	4	0.9
Salvacion	133	1	0.8
San Lorenzo	1191	26	2.2
San Pedro	295	24	8.1
San Vicente	208	2	1.0
Sta. Elena (Poblacion)	1559	37	2.4
Tabugon	330	8	2.4
Villa San Isidro	61	0	0.0
<b>SANTA ELENA</b>	<b>7521</b>	<b>171</b>	<b>2.3</b>

Source: CBMS Survey, 2003

## 6. Income and Livelihood

### *Income below poverty threshold*

Of the total 7,521 households in the municipality, 5,327 are poor while 2,194 are non-poor (Map 1). The Poverty threshold used was P12,006 for rural and P 15,300 for urban areas for 2003. The poverty threshold was computed by inflating the provincial poverty threshold by the average provincial consumer price index in the last 12 months.

Brgy. Salvacion was found to have the highest proportion of household with income below the poverty threshold (94.0 percent) while San Pedro registered the lowest at 55.9 percent.

While brgy Salvacion is a coastal barangay with as chief source income the lack accessibility or barangay road plays a big role to the capability of households to generate income.

Agriculture still is the major source of income by the residents and the development needs of this sector is hampered by financial constraints.

In response short term agricultural programs have been initiated to provide livelihood projects to farmers and fisherfolks. Aside from loan assistance for farm inputs ranging from fertilizer to seed inputs, skills development trainings are regularly conducted to increase capability of workforce and women are also trained to contribute through skills development to contribute to the households income opportunities.

Table 9. Households with income below the poverty threshold, Municipality of Sta. Elena, Camarines Norte, 2003

BARANGAY	Total number of households	Households with income below the poverty threshold	
		Magnitude	Proportion
Basiad	494	425	86.0
Bulala	332	290	87.3
Don Tomas	432	369	85.4
Guitol	117	85	72.6
Kabuluan	390	230	59.0
Kagtalaba	226	204	90.3
Maulawin	442	294	66.5
Patag Ibaba	126	116	92.1
Patag Ilaya	106	96	90.6
Plaridel	297	219	73.7
Pulongguit	337	229	68.0
Rizal	445	282	63.4
Salvacion	133	125	94.0
San Lorenzo	1,191	826	69.4
San Pedro	295	165	55.9
San Vicente	208	172	82.7
Sta. Elena (Poblacion)	1,559	911	58.4
Tabugon	330	247	74.8
Villa San Isidro	61	42	68.9
<b>SANTA ELENA</b>	<b>7,521</b>	<b>5,327</b>	<b>70.8</b>

Source: CBMS Survey, 2003

This work was carried out with the aid of a grant from the *International Development Research Centre* (IDRC)-funded *Poverty and Economic Policy* (PEP) research network [www.pep-net.org].



### ***Income below food threshold***

Results of the CBMS survey shows that the 3,940 out of 7,521 households have income below the food threshold (Map \_\_). The food threshold used was P8,278 for rural and P9,776 for urban areas for 2003. This means that for every 100 households, 52 households do not have enough income to satisfy their food needs.

Data at the barangay level shows that Patag Ibaba and Salvacion have the highest proportion of households with income below the food threshold of 84.9 and 82.0 percents, respectively. Meanwhile, San Pedro and Poblacion barangays got the lowest proportion with 31.2 and 36.9 percents, respectively.

Table 10. Households with income below the food threshold, Municipality of Sta. Elena, Camarines Norte, 2003

BARANGAY	Total number of households	Households with income below the food threshold	
		Magnitude	Proportion
Basiad	494	376	76.1
Bulala	332	252	75.9
Don Tomas	432	320	74.1
Guitol	117	55	47.0
Kabuluan	390	153	39.2
Kagtalaba	226	170	75.2
Maulawin	442	200	45.2
Patag Ibaba	126	107	84.9
Patag Ilaya	106	81	76.4
Plaridel	297	173	58.2
Pulongguit	337	149	44.2
Rizal	445	194	43.6
Salvacion	133	109	82.0
San Lorenzo	1,191	540	45.3
San Pedro	295	92	31.2
San Vicente	208	157	75.5
Sta. Elena (Poblacion)	1,559	576	36.9
Tabugon cases	330	206	62.4
Villa San Isidro	61	30	49.2
<b>SANTA ELENA</b>	<b>7,521</b>	<b>3,940</b>	<b>52.4</b>

Source: CBMS Survey, 2003

### **Food shortage**

Food shortage have been experienced by 274 households in the municipality. Brgy. Maulawin had the most number at 83 followed by brgy. Pulongguit-guit and brgy. Kagtalaba with 49 & 38 respectively.

As generally expected poverty incidence correlates with food shortage. In order to partially address the situation food programs geared towards agricultural production or backyard food production from vegetable gardening to swine dispersal have continuously promoted and funded in the municipal level. This is in the hope that productivity in the backyard shall contribute to the improvement of food threshold situation in the town,

Table 11. Households who experienced food shortage, Municipality of Sta. Elena, Camarines Norte, 2003

BARANGAY	Total number of households	Households experiencing food shortage	
		Magnitude	Proportion
Basiad	494	6	1.2
Bulala	332	15	4.5
Don Tomas	432	0	0.0
Guitol	117	0	0.0
Kabuluan	390	14	3.6
Kagtalaba	226	38	16.8
Maulawin	442	83	18.8
Patag Ibaba	126	1	0.8
Patag Ilaya	106	11	10.4
Plaridel	297	0	0.0
Pulongguitguit	337	49	14.5
Rizal	445	0	0.0
Salvacion	133	15	11.3
San Lorenzo	1,191	21	1.8
San Pedro	295	0	0.0
San Vicente	208	0	0.0
Sta. Elena (Poblacion)	1,559	5	0.3
Tabugon	330	10	3.0
Villa San Isidro	61	6	9.8
<b>SANTA ELENA</b>	<b>7,521</b>	<b>274</b>	<b>3.6</b>

Source: CBMS Survey, 2003

### **Unemployment rate**

CBMS data gathered the unemployment rate for the municipality at 14.2 percent or a total of 1750 unemployed of the 12,357 labor force population. Barangay Poblacion has the most number of unemployment at 322. Brgy Basiad and Patag Ibaba both have the highest proportion of unemployed to its population at 24.7 percent.

Brgy. Pulongguit-guit ad Kagtalaba has the lowest unemployment rate in the municipality at 9.3 percent of labor force population. Programs in employment generation is enhanced by providing skills development training for the labor force and establishing linkages for job generation through the Public Employment Service Office (PESO) of the municipal government.

Table 12. Magnitude and Proportion of Unemployed Persons, Municipality of Sta. Elena, Camarines Norte, 2003

BARANGAY	Labor Force	Unemployment	
		Magnitude	Proportion
Basiad	769	190	24.7
Bulala	579	87	15.0
Don Tomas	752	120	16.0
Guitol	240	41	17.1
Kabuluan	607	73	12.0
Kagtalaba	323	30	9.3
Maulawin	808	95	11.8
Patag Ibaba	190	47	24.7
Patag Ilaya	183	37	20.2
Plaridel	534	115	21.5
Pulongguitguit	557	52	9.3
Rizal	773	110	14.2
Salvacion	213	26	12.2
San Lorenzo	1,877	178	9.5
San Pedro	470	80	17.0
San Vicente	350	37	10.6
Sta. Elena (Poblacion)	2,426	322	13.3
Tabugon	576	91	15.8
Villa San Isidro	130	19	14.6
<b>SANTA ELENA</b>	<b>12,357</b>	<b>1,750</b>	<b>14.2</b>

Source: CBMS Survey, 2003

## 7. Peace and Order

### *Victims of Crime*

Sixty households experienced to be victims of crime in the past year or 0.8 percent of the 7521 households. Majority or 59 cases of theft were recorded with a total of 84 victims for the past year.

The lack of enough police personnel does not help the peace and order status wherein the standard should be 1 policemen for every 1000 population, The present police manpower of the municipality is at 18 policemen serving 38,091 residents.

Barangay San Lorenzo had the most number of crime victims at 32 for the past year. Only six of the nineteen barangays had crime victims.

Table 13. Households with members who were victims of crimes, Municipality of Sta. Elena, Camarines Norte, 2003

BARANGAY	Total number of households	Households who are members who were victims of crimes	
		Magnitude	Proportion
Basiad	494	0	0.0
Bulala	332	1	0.3
Don Tomas	432	0	0.0
Guitol	117	0	0.0
Kabuluan	390	2	0.5
Kagtalaba	226	0	0.0
Maulawin	442	10	2.3
Patag Ibaba	126	0	0.0
Patag Ilaya	106	0	0.0
Plaridel	297	0	0.0
Pulongguitguit	337	13	3.9
Rizal	445	2	0.4
Salvacion	133	0	0.0
San Lorenzo	1,191	32	2.7
San Pedro	295	0	0.0
San Vicente	208	0	0.0
Sta. Elena (Poblacion)	1,559	0	0.0
Tabugon	330	0	0.0
Villa San Isidro	61	0	0.0
<b>SANTA ELENA</b>	<b>7,521</b>	<b>60</b>	<b>0.8</b>

Source: CBMS Survey, 2003

## **G. Uses of CBMS data in Sta Elena, Camarines Norte**

### *a.. Change in planning brought about by CBMS*

A fourth class municipality such as ours has an average annual budget of Php 35,000,000.00 of which 20 percent or roughly Php 7,000,000.00 is mandated be utilized as development fund. From CY 2001 to CY 2003 social sector development investment average to 32 percent of development fund. With the implementation of the CBMS program and the establishment of a social sector database major improvements in social sector budget allocation have been realized. As shown in Table 14 that after the 2003 wherein CBMS program implementation an increase social sector development investment of close to 1.5 million pesos or a 54 percent increase in fund prioritization. Major development transition is the increase in funding for child programs or particularly the Child Friendly Movement under the Fifth Country Program for Children (CPC V) which includes increase funding for nutrition programs for 2004. It just goes to show that with better planning tools our municipal officials had a better grasp of prioritizing social development which is usually difficult in a political culture such as ours. Before leaders were concentrating majority of funds for infrastructure projects but with better information a more balance development budget is realized.

### **Maximizing Funds by Convergence/Focusing**

This year 2005 a decrease in social sector development allocation was programmed or a four percent (4%) shrinkage. But with better detail in data gathered and the utilization of CBMS tools, further efficiency in fund utilization is achieved since focus in development planning utilizes the CBMS database. Additionally field validation allows us to maximize sectoral planning thru convergence of manpower and funds. An example of focusing funds was utilized in supplemental feeding wherein in CY 2004 Php120,000.00 was allocated to improve nutritional status of 300 grade 1 pupils. A counterpart fund provided by the Department of Education in the amount of Php 100,000.00 for de-worming and other health status monitoring components. Said program was supervised by the School nurses for the 10 schools covered by the program. With the success of the program planning for replication was shifted to a different age group that was not previously covered and was discussed in planning sessions utilizing CBMS data. The planning group proposed a feeding program for CY 2005 for the 6 to 36 months severe and moderately severe malnourished children. After validating the data it was found out that the said age group has only 97 cases of malnutrition and funds needed for the proposal shall amount to Php 40,000.00 only thus the proposal was approved with less fund allocation without sacrificing the objectives and maximizing the use of development funds. This just showed us that with better data information and better

planning tools more interventions could be proposed and implemented without sacrificing objectives by focusing of programs/projects and activities.

With the usefulness of a reliable database, it is necessary to periodically update said database to better analyze development of poverty indicator changes with the development interventions introduced.

### Maximizing Funds by Reliable Investment

Another major social sector investment in our municipality is the municipal water system. As is clearly presented in the table defined increase in investment is the water system or an increase of more than 50 percent. While addressing accessibility to safe water, the entrepreneurial nature given a local government to wisely invest in development programs that would have recovery component like a business. Although a substantial portion the development from 1995 has been invested in the Municipal Water System, it was our experience that capital investments funded by loans provided investments are thoroughly weighed was well worth the investment. We are now on our third loan component and we have dutifully been able to keep up with loan repayments while earning additional revenue with annual average revenue of Php 1,300,000.00 from the water system.

Utilizing the CBMS database we are able to better analyze investment opportunities with additional benefit of providing safe water to more households and improved health status of service areas. Currently the Municipal Water System is providing safe water to 1300 households and with the additional investments in 2004 and 2005, we hope to provide the same service 700 more households.

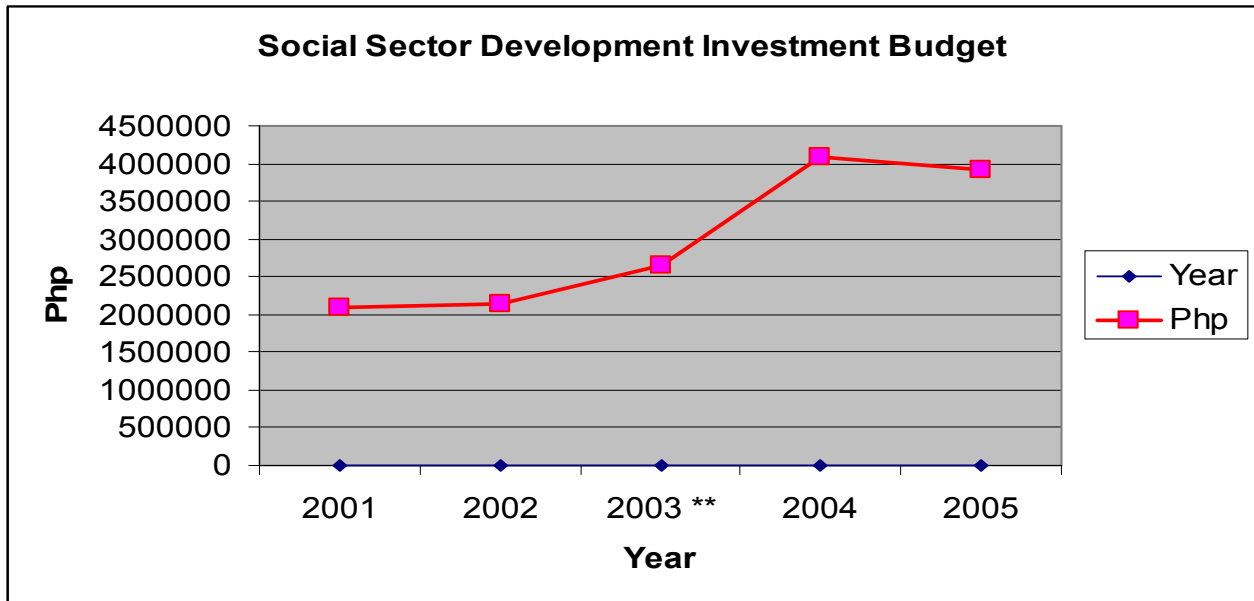
With the usefulness of a reliable database, it is necessary to periodically update said database to better analyze development of poverty indicator changes with the development interventions introduced.

Table 14. Social Sector Development Investment Budget CY 2001- 2005  
Municipality of Santa Elena, Province of Camarines Norte

YEAR	2001	2002	2003 **	2004	2005
<b>ANNUAL INVESTMENT</b>	<b>2,080,000.00</b>	<b>2,150,000.00</b>	<b>2,652,594.00</b>	<b>4,092,000.00</b>	<b>3,913,000.00</b>
Nutrition	40,000.00	-	25,000.00	145,000.00	65,000.00
Child Programs	10,000.00	-	50,000.00	105,000.00	22,000.00
Non Children Programs	30,000.00	-	-	20,000.00	25,000.00
Literacy	-	-	20,000.00	40,000.00	20,000.00
Safe Water Provision	2,000,000.00	2,000,000.00	2,082,000.00	3,500,000.00	3,505,000.00
Livelihood Dev't.	-	-	196,000.00	100,000.00	100,000.00
Capability Building					
a. Database Establishment	-	30,000.00	35,700.00	20,000.00	60,000.00
b. Trainings	-	-	98,894.00	66,000.00	30,000.00

This work was carried out with the aid of a grant from the *International Development Research Centre* (IDRC)-funded *Poverty and Economic Policy* (PEP) research network [[www.pep-net.org](http://www.pep-net.org)].

Administrative / Advocacy - 120,000.00 145,000.00 96,000.00 86,000.00  
 Note: \*\* CBMS Implementation (May 2003)



**b. Social Sector Programs that benefited thru CBMS**

1. Fifth Country Program for Children (CPCV)

Launched in CY 2002 was the advocacy on upholding child rights through the UNICEF program Fifth Country Program for Children. Data regarding children then was inadequate through the Minimum Basic Needs Program of the Social reform Agenda. Much was needed to identify status of children not defined b the MBN survey thus a generalized form of planning trying to cover all sectors which is like spreading thinly the funds to address the needs of the children

2. Malnutrition

Before, agencies such as Department of Education, Social Welfare Office and Health Office thru their municipal counterpart implement separate nutrition programs based on their client as follows:

- The Municipal Health Office covers the nutritional needs of unborn or from age zero to two (2) years old which includes pregnant mothers as well.
- The Municipal Social Welfare Office of which the supervision of Day Care Services covered monitor nutritional level of three (3) to five (5) years old in-school children

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This work was carried out with the aid of a grant from the *International Development Research Centre (IDRC)-funded Poverty and Economic Policy (PEP) research network* [www.pep-net.org].

- Department of Education (Deped) thru their schools cater to in-school children with ages ranging from 6 to 12 years old students.

With the CBMS database and the Fifth Country Program for Children (CPCV), convergence of available funds and focus on the most number of children in need of the nutrition program is addressed.

Noted by the Municipal Council for the Protection of Children is the incidence of malnutrition. And as per CBMS database and supported by other data information from line agencies programs were budgeted with focus on the severe and moderately severe nutrition cases by age group such as:

- a) CY 2004 Supplemental Feeding Program for in-school Grade 1 students (6-7 years old) as per records for the school nurse (30 students per school for ten (10) schools) in the amount of P 120,000.00. A feature of this program is the counterpart sharing by the municipal government and the Department of Education contributing an additional P100,000.00 for vitamin supplements and de-worming tablets administered by school health nurses. Nutrition posts were also established with the provision of weighing scales to the schools.
- b) CY 2005 identified 97 cases of severely malnourished and moderately malnourished children 6 to 36 months of age as validated by the MHO with regards to CBMS data that was not covered by existing health programs and upon deliberation of the council needs a minimal amount of Php 40,000.00 to cover a supplemental feeding program.

### 3. Maternal Health

Noted in the survey are cases of child death (neonatal) due to lack of information or unawareness on maternal health. This in turn led to programs to address the situation through trainings and re-trainings of Birth Attendants (Hilot) and replenishment of their birth attendant kits.

Support programs were also identified pertains to literacy of adults through literacy class for mothers and Education for All programs.

### 4. Scholarship program

Enacted this year is Legislative ordinance implementing an Educational Assistance Program geared to provide an opportunity for deserving secondary school graduates of indigent family to be supported by way of scholarship assistance for their tertiary or collegiate education.



Three major criteria or requirements of the program are as follows:

- a) Applicants are residents of the municipality
- b) Applicants belong to the top ten graduating students of their schools
- c) Applicants belong to indigent families or those below the poverty threshold.

One of the reliable tool for determining residency and whether applicant belongs to an indigent family is the CBMS database

### ***c.. CBMS database as a Planning Tool***

#### **Agriculture-infrastructure sector**

Planning units in government are tasked to come up with comprehensive proposals for various priority concerns of the executive department, in our case the Mayor. As experienced by majority of municipalities in the Philippines 4<sup>th</sup> class municipalities which we belong to do not have enough funds hire enough staff at the planning office. The lack of personnel is partially solved by providing us with both technical knowledge thru trainings and IT equipments for us to come up with respectable and presentable plans.

A recent introduction to Local Government Units (LGU's) in the Philippines is the Infrastructure for Rural Accessibility Program (IRAP) introduced in 2001. It was to serve as a guide for prioritizing projects pertaining to improving accessibility of rural areas to economic centers of the municipality.

The IRAP utilizes database software but mapping is done manually on paper. Majority of databases today that pertains to a resource such as land needs a map based database capability. Map based software or GIS software is not currently affordable from those being offered in our country.

It is thus a pleasant experience for us in 2003 to have availed of the CBMS database which featured the NRDB mapping software as it equipped us a needed tool in government planning.

Presenting situational analysis to the executive and legislative body of government is better understood utilizing maps rather than numerical tables. A better understanding of prevailing situation informs our decision makers and aids them into properly acting or planning to improve such situation.

Last February we were invited to participate in the Infrastructure for Rural Productivity Enhancement Sector (InfRES) Project to fund projects that will;

a) Increase agricultural productivity by improving road accessibility to develop additional agricultural areas

b) Improve poverty incidences status with increased economic opportunities

A requirement to avail of the program is that a municipality has completed the accessibility profile through the IRAP. A constraint of the program like most funding program is that it is demand driven. That they have a limited fund that cannot finance all municipalities in the Philippines. A stat given to us is of the more that 700 possible towns that needs fund for infra projects only 105 municipalities can be financed by the program or roughly an average of P55,000,000.00 per municipality. It is thus understood that those who could qualify the earliest would have a better chance to avail of the fund.

Qualifying for InfRES has three tiers namely;

- a. submission of project proposal
- b. Those who pass shall then go to Feasibility Study Preparation
- c. Upon final approval is the implementation stage

We were given two weeks to submit a 26 page project proposal to belong to the second tranche of applicants. It was fortunate that we have completed the IRAP in 2001 and we had the CBMS database that we were able to submit a respectable Php 54 million project proposal inside the target timeframe.

We have used the IRAP data and NRDB Map Based software to analyze accessibility of the road network and impact area assessment. The CBMS data was utilized as evaluation tool for prioritization of project areas "barangays" (poverty incidence). Improvement of road accessibility of rural barangays was prioritized based on population density and NRDB map-where more beneficiaries are located.

More comprehensive and easier preparation of project proposal/feasibility studies was made possible due to availability of database

1. INFRES project proposal was done in 2 weeks
  - projects that can be funded by InfRES: road improvement, potable water system and communal irrigation system
  - presentation in the Municipal Development Council was easier to understand by the Barangay Captains and sectoral representatives

#### **d. Other uses**

##### **Land use planning at the Municipal-level**

It was my experience as planning coordinator in the preparation of a Municipal Land Use Plan the difficulty of preparing said plan with the lack of adequate tools and technical manpower. With the CBMS program database we can now prepare said plan with enough confidence that it would be comprehensive and responsive enough to the needs of the municipality and its residents. We are now utilizing CBMS-NRDB to prepare the Land-use plan with is compatible with other GIS software and with the detailing of the program and software even the barangay can avail of the benefits of the program and come up with its Barangay Land Use Plan.

##### **Preparation project feasibility studies / proposals**

What we lack in manpower can be facilitated by the availability of reliable database and can decrease the capability gap of well funded government units in terms of preparing proposals when needed particularly demand driven projects that many municipalities compete with each other to avail of whatever funding source it could identify.

### **III. Conclusion**

In conclusion the CBMS Program has provided us with opportunities that equipped us to better serve our clients the public by providing us with:

1. A planning tool that is comprehensive enough to analyze the poverty situation of our respective locality.
2. The Mapping tool (NRDB Software) that makes it simple enough to relate and be understood by to our clients and more importantly our chief executives and decision makers that development funds can be rationally and effectively implemented by the local government.
3. A realistic assessment of the needs of our locality to guide us in charting our course of action ultimately to alleviate the impoverished sector of our society initially in each of our respective locality.
4. The tool to improve local governance by providing realistic and timely information to our decision makers to effectively utilize all the resources of government in serving the public more so those below the poverty line.

5. Personally for us planning officers to better serve our respective community and for the additional knowledge that we have gained through this program and for us to contribute in our own way in the betterment of our place of abode and the whole world in general.

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