

CHAPTER 4

Human development, gender equity and human poverty

The 2005 Philippine Human Development Report (PHDR) embraces the period of political instability and recovery from the impeachment and people power II events in 2000 and 2001 to the months just shy of the 2004 national and local elections.

As the fifth in the series, the 2005 PHDR contains the fourth updating of the provincial human development indices (HDIs), including new estimates for 1997, 2000 and 2003. The first issue in 1994 contained only regional estimates. The second [1997] computed provincial HDIs for 1991 and 1994. The third [2000], provincial HDIs for 1994 and 1997, and the fourth [2002], for 1997 and 2000. Because of refinements in the HDI methodology, the HDIs should not be compared across editions of the PHDR. Other related indices, such as the Gender-related Development Index and the Human Poverty Index, and traditional indicators of well-being are also updated.

Human Development Index

The HDI is a tool to measure the overall achievements in three basic dimensions of human development, namely, longevity, knowledge, and a decent standard of living. It is premised on the principle that human development cannot be measured by the yardstick of income alone since income is a means, not an end, and there is no automatic link between

income growth and human progress. This global Human Development Report (HDR) published by the United Nations Development Programme (UNDP) measures these dimensions across countries using life expectancy, educational attainment (simple literacy and combined primary, secondary, and tertiary enrollment) and adjusted per capita income in purchasing power parity (PPP) US dollars.

In the latest HDR [2005], the Philippines ranked 84th among 177 countries, placing it in the upper half of countries with middle human development. Over the years, the country's HDI has steadily been improving from 0.736 in 1995 to 0.758 in 2003. As noted in previous PHDRs, the Philippines has a high education index but a low GDP per capita income relative to other countries. While GDP per capita is lower for the Philippines than the group average of countries with medium human development, and life expectancy only 4.8 percent better than the average for the same group of countries, adult literacy and combined enrollment rates continued to be higher than the group average at 16.6 percent and 24.2 percent higher, respectively. This has enabled the country to rank much better in HDI (84th) than it does in terms of per capita GDP (103rd). Moreover, in terms of gender-related development index (GDI), which is simply HDI adjusted for gender inequality, the Philippines ranked 63rd among the 177 countries.

While it is interesting to know how the country fares relative to other countries, a closer examination of the components of human development is required

to understand the quality of overall performance, including any internal disparities hidden in national averages. In this chapter we look more closely into subnational performance to identify which provinces have performed better or worse across time by component of the human development index. In so doing, a fuller picture of the state of human development in the country will be presented.

Longevity

Our life expectancy figures for 1997, 2000, and 2003 were derived from a straight-line regression of life expectancy data points for years 1970, 1980, 1990, and 1995 obtained from Flieger and Cabigon (1994 and 1999). However, these estimates have not been updated, with data from the 2000 Census of Population and Housing. They thus represent one of the weaker aspects of the results reported here. On the other hand, it should be noted that life expectancy is among the variables that change very slowly across time.

Table 4.1 Life expectancy (in years, 2003) top 10 and bottom 10

Top 10	Years	Bottom 10	Years
Cebu	72.6	Antique	62.6
Pampanga	72.2	Kalinga	62.5
Batangas	71.8	Apayao	62.4
Bulacan	71.4	Eastern Samar	61.7
Camarines Sur	71.3	Western Samar	61.4
Nueva Ecija	71.2	Basilan	60.6
Davao del Sur	71.1	Lanao del Sur	57.9
Rizal	71.0	Sulu	52.8
La Union	70.6	Maguindanao	52.0
Cavite	70.5	Tawi-Tawi	51.2

Note: Metro Manila: 70.0

Source: Statistical Annex 1

With the exception of Maguindanao, estimates of life expectancy went up in all provinces. Top gainers were Davao Oriental, achieving the highest gain of 1.7 years, followed by Leyte, North Cotabato,

Bukidnon and Camarines Sur, all between 1.4 and 1.6 years. Both the top (Davao Oriental, North Cotabato and Bukidnon) and bottom (Basilan, Tawi-Tawi and Sulu) gainers belong to Mindanao. This reflects the same pattern reported in PHDR 2002.

Provincial disparities continue to be large [Table 4.1]. Cebu has the highest life expectancy (72.6) followed by Pampanga (72.2), Batangas (71.8), Bulacan (71.4), Camarines Sur (71.3). These four provinces have consistently topped the list since 1997. Rizal, which used to be in fifth place in 1997 and 2000, is now in 8th place, overtaken by Camarines Sur, Nueva Ecija and Davao del Sur.

On the other hand, at the bottom of the list are the five provinces of the Autonomous Region in Muslim Mindanao (ARMM), which have largely kept their places at the bottom 5. Antique, which was not previously in the bottom 10, is now there; Apayao, Eastern and Western Samar, have kept their rankings since 1997. Maguindanao has a lower life expectancy today at 52.0 years from 53.2 years in 1997.

Compared to other countries, life expectancy in Cebu is slightly higher than that in Columbia (72.4) but lower than that in Malaysia (73.2). On the other hand, Sulu, Maguindanao and Tawi-Tawi are in the vicinity of Guinea (53.7), Congo (52.0), and Haiti (51.6).

Knowledge

When provincial HDIs were generated in the second and third issues of the PHDR, the knowledge component of the index was based, either entirely or in part, on *functional literacy rates* obtained from the Functional Literacy, Education, and Mass Media Survey (FLEMMS) of the National Statistics Office (NSO). This was consistent with the global HDI. However, since the FLEMMS had not been updated since 1994 and was not likely to be repeated (according to the National Statistics Office at the time), the fourth issue of the PHDR (2002) replaced functional literacy rate with *high school graduate ratio*, defined as the percentage of those 18 years and above in the

province who are at least high-school graduates.

This year, even though a new FLEMMS was undertaken in 2003, the use of the high-school graduate ratio has been maintained, and will be henceforth. Reasons for permanently adopting this statistic are (i) availability, (ii) timeliness, and (iii) consistency over time since the operational definition of “functional literacy” and thus how the FLEMMS will measure it may change according to expert opinion. While high-school graduate ratio is not a qualitative measure of literacy, the rank correlation between this statistic and functional literacy is quite high: 0.71 for 2003, 0.71 for 1994 and 0.93 in 1989 using the labor force survey.

The second component of the education index remains the *basic education enrollment ratio* or the proportion of children aged 7-16 years who are currently enrolled. This age range is used despite the lowering of the minimum age for grade 1 enrollees to 6 years in 1995 since there are still a handful of provinces where only 0 to 10 percent proportion of children aged 6 are enrolled in grade 1.

The estimate comes from the Annual Poverty and Indicator Survey (APIS) 2002. As explained in the 2002 PHDR, this statistic had been previously estimated using (i) estimates from the Department of Education (DepEd) in the numerator, i.e., the number of elementary and secondary school enrollees by province, including projections on private school enrollment and (ii) NSO population estimates of 7-16 year olds in the denominator. Since some implausible figures (i.e., a ratio greater than 1) were encountered, however, the shift to using APIS data was made, although sampling errors would still be present.

For the country as a whole, the proportion of high-school graduates among adults in 2003 was 52.1 percent. This was an improvement from the 2000 level of 49.4 percent and 1997 level of 46.8 percent. The greatest progress has been made by Western Samar (from 22.3 percent in 2000 to 31 percent in 2003, or a 39-percentage change) and Lanao del

**Table 4.2 Largest gainers, losers:
High school graduate ratio, 2000 vs. 2003**

Top Gainers	Percentage change	Top Losers	Percentage change
Western Samar	39.1	Sarangani	-24.8
Lanao del Sur	28.5	Maguindanao	-19.9
Batanes	25.7	Davao Oriental	-12.6
Siquijor	25.1	Zamboanga del Norte	-10.2
Masbate	22.2	Quezon	-5.2
Negros Occidental	20.1	Lanao del Norte	-4.1
Biliran	20.0	North Cotabato	-3.8
Apayao	19.9	Southern Leyte	-3.6
Tawi-Tawi	19.4	Mt. Province	-3.5
Camarines Sur	19.2	Camarines Norte	-3.4

Note: Metro Manila: 1.9%

Source: Statistical Annexes 1 and 2

**Table 4.3 High-school graduate ratio:
Percentage of population 18 and above who have
completed high school, 2003**

Top 10	%	Bottom 10	%
Batanes	76.3	Northern Samar	32.1
Rizal	67.6	Agusan del Sur	32.1
Cavite	66.6	Negros Oriental	32.0
Benguet	65.3	Basilan	31.6
Laguna	63.8	Western Samar	31.0
Bataan	62.7	Maguindanao	28.9
Pangasinan	62.0	Masbate	28.5
Zambales	60.9	Davao Oriental	27.8
Misamis Oriental	58.1	Sarangani	25.3
Pampanga	57.4	Sulu	21.1

Note: Metro Manila: 75.7%

Source: Statistical Annex 1

**Table 4.4 Largest gainers, losers:
Basic education enrollment rates, 2000 vs 2002**

Top Gainers	Percentage change	Top Losers	Percentage change
Sarangani	15.6	Western Samar	-5.4
Sulu	7.9	Biliran	-4.4
Masbate	7.1	Apayao	-3.9
Camarines Norte	7.1	Negros Oriental	-3.6
Oriental Mindoro	7.1	Catanduanes	-3.6
Agusan del Norte	6.7	Siquijor	-3.2
Bukidnon	6.7	Bataan	-2.8
Davao del Sur	6.2	Occidental Mindoro	-2.7
Maguindanao	6.0	Bohol	-2.5
Zamboanga del Sur	5.5	Cavite	-2.3

Note: Metro Manila: -1.0%

Source: Statistical Annexes 1 and 2

Table 4.5 Basic enrollment rate (2002)

Top 10	%	Bottom 10	%
Batanes	96.9	Bukidnon	88.3
Mt. Province	94.8	Camarines Sur	87.5
Benguet	94.8	Biliran	86.4
Zambales	94.7	Basilan	83.9
Misamis Oriental	94.3	Sulu	83.8
Kalinga	94.1	Maguindanao	81.2
Ifugao	93.9	Lanao del Sur	81.1
Aklan	93.7	Western Samar	80.9
Ilocos Norte	93.6	Sarangani	80.1
Southern Leyte	93.6	Negros Oriental	76.9

Note: Metro Manila: 92.8%

Source: Statistical Annex 1

Sur (from 35.7% in 2000 to 45.9% in 2003, or a 29 percentage change), while Saranggani (from 33.6% in 2000 to 25.3% in 2003, or a -25 percentage change) and Maguindanao (from 36.1% in 2000 to 26.9% in 2003, or -20 percentage change) have made the least progress [Table 4.2].

In the current ranking, Batanes (76 percent) heads the list with more than three-fourths of its adult population having completed at least high school, greater than Metro Manila at 75.7 percent and overtaking five other provinces. Rizal, Cavite, Benguet, Laguna, Bataan, Pangasinan, Zambales, and Misamis Oriental continue to be in the top 10 although rankings have been altered since 2000 [Table 4.3].

At the other side of the spectrum, Sulu continues to have the smallest proportion of high-school graduates among its adult population at 21.1 percent, with a slight improvement from its level in 2000 of 18.1 percent. Improvements from their 2000 levels are also noted for Northern Samar (from 31.8 percent), Basilan (from 28.6 percent), Western Samar (from 22.3 percent) and Masbate (from 23.3 percent) although they continue to be in the bottom 10. On the other hand, three provinces in Mindanao—Sarangani, Maguindanao, and Agusan del Sur—along with Negros Oriental are now among the bottom 10, replacing Bohol, Biliran, Northern Samar and Apayao.

The overall basic education enrollment ratio has slightly increased across the years, from 88 percent in 1998 to 89 percent in 1999 and to 91 percent in 2002. Largest gainers since 2000 are Sarangani, followed by Sulu, while losers include Western Samar, Biliran, and Apayao [Table 4.4].

On a subnational level, Batanes and Mt. Province continue to be the two highest-ranked provinces, with nearly all their children aged 7-16 enrolled. Benguet, Zambales and Ilocos Norte also remain in the top 10 while new additions are Misamis Oriental, Kalinga, Ifugao, Aklan, and Southern Leyte [Table 4.5].

At the other extreme are six provinces of

Mindanao—Bukidnon, Basilan, Sulu, Sarangani, Maguindanao, and Lanao del Sur—which have consistently appeared at the bottom 10 since 1998. The others at the bottom are Negros Oriental, Western Samar, Biliran and Camarines Sur. All six Mindanao provinces, along with Negros Oriental, Masbate and Camarines Sur, appear in the bottom 10 for at least one of the education indicators.

Standard of living

The Family Income and Expenditures Survey (FIES) for 1997, 2000 and 2003 provides the source of estimates of provincial per capita income. Consistency with the global HDI would have required provincial per capita GDP, but the latter is unavailable since GDP is disaggregated only up to the regional level.

As discussed in the PHDR 2002, to make sure income comparisons are consistent, two adjustments are made: first, income is measured consistently over time by deflating it to 1997 price levels using regional consumer price indices from the National Statistics Office; and second, they were made consistent across space by adjusting them using provincial cost-of-living indices derived by Balisacan [2000].

In the course of computing real per capita incomes this year, it was discovered that there were outliers—that is, households with extraordinarily high incomes—which were causing high-income variances within each province. For instance, in the province of Nueva Vizcaya, one household was recorded with a declared income of P6 million. To address this problem, this report computed for a top and bottom 0.5 percent-*trimmed mean* of per capita income. For purposes of comparisons over time, trimmed mean per capita incomes for 2000 and 1997 were also computed.

In the aggregate, real per capita income declined between 1997 and 2000, from 27,896 (NCR 1997 pesos) to 26,881 (NCR 1997 pesos), then slightly rose again in 2003. This is likely to reflect the struggle towards recovery from the political and social unrest

Table 4.6 Top gainers and losers: Real per capita income 2000 vs. 2003 (NCR 1997 pesos)

Top gainers	Percentage change	Top losers	Percentage change
Quirino	51.1	Zamboanga del Norte	-32.3
Ifugao	50.2	Palawan	-28.1
Camiguin	38.7	Davao Oriental	-27.7
Capiz	38.6	Surigao del Sur	-19.7
Eastern Samar	37.4	Guimaras	-19.3
Lanao del Sur	31.6	Siquijor	-18.3
Tarlac	26.5	Mt. Province	-16.2
Western Samar	22.4	Ilocos Norte	-16.1
Sorsogon	21.0	Leyte	-15.8
Masbate	19.0	Iloilo	-15.8

Note: Metro Manila: -14.5%

Source: Statistical Annexes 1 and 2

Table 4.7 Real per capita income, 2003 (NCR 1997 pesos)

Top 10	Real per capita Income	Bottom 10	Real per capita Income
Nueva Vizcaya	36,485	Guimaras	17,049
Benguet	35,530	Romblon	16,712
Laguna	35,309	Marinduque	15,938
Batanes	32,181	Sarangani	15,014
Quirino	32,062	Masbate	14,454
Cavite	31,101	Zamboanga del Norte	14,218
Rizal	30,981	Maguindanao	14,198
Pampanga	30,355	Basilan	13,265
Bataan	29,916	Tawi-Tawi	10,780
Tarlac	29,473	Sulu	8,430

Note: Metro Manila: Php39,639

Source: Statistical Annex 1

the country has experienced for the past few years. Between 2000 and 2003, per capita incomes rose in 40 provinces and fell in 37 provinces. Metro Manila's per capita income declined by 14.5 percent [Table 4.6]. Largest gainers were Quirino (51.1 percent) and Ifugao (50.2 percent) while Marinduque experienced no change. On the other hand, the province of Zamboanga del Norte had the highest drop in income (-32.3 percent) followed by Palawan and Davao Oriental.

Table 4.7 shows the top 10 and bottom 10 provinces in terms of real per capita income (NCR 1997 pesos). Excluding Metro Manila, Nueva Vizcaya has the highest per capita income of P36,485; Nueva Vizcaya was previously ranked seventh with P30,892. Remaining in the top 10 since 2000 are Benguet, Laguna, Cavite, Rizal, and Bataan. They are joined this year by Batanes, Quirino, Pampanga and Tarlac, which replace Ilocos Norte, Bulacan, Abra, and Misamis Oriental.

At the other extreme is Sulu, the lowest-ranked since 1997. Other provinces which continue to occupy the bottom slots are Tawi-Tawi, Basilan, Masbate,

Marinduque and Romblon. Three Mindanao provinces (Maguindanao, Zamboanga del Norte and Sarangani) along with Guimaras are new additions to the bottom 10 replacing Western and Eastern Samar, Sorsogon and, bucking the ARMM trend, Lanao del Sur which has moved from 70th to 48th place. ARMM provinces figure prominently in the bottom four provinces.

HDI levels

As usual, two sets of HDIs are computed in this report. The first set, labeled HDI-1, is used for comparisons across provinces and departs from the global HDI on two counts as indicated above: first, in its use of high-school graduate ratio in lieu of functional literacy; and second, in its computation of the income index. The second set, labeled HDI-2, is used to benchmark provinces to other countries and as such, hews as closely as possible to the global HDI computation. All refinements used to compute the 2003 indices, such as the use of trimmed mean per capita income, were applied to 2000 and 1997 data.

Table 4.8 Indicators used in HDI computation

HDI	Long and healthy life	Knowledge I	Knowledge II	Standard of Living
Global HDI (For inter-country comparisons)	Life expectancy	Simple Literacy	Combined elementary, secondary, and tertiary enrolment rate	GDP per capita in purchasing power parity US\$
Maximum	85	100	100	40,000
Minimum	25	0	0	100
HDI-1 (For inter-provincial comparisons)	Life expectancy	% of adults high school graduate	Combined elementary and secondary enrolment rate (7-16 yrs)	Real per capita income in NCR 1997 prices
Maximum	85	100	100	Highest income across time from 1997 to 2003
Minimum	25	0	0	Lowest income across time from 1997 to 2003
HDI-2 (For international comparisons)	Life expectancy	Functional Literacy	Combined elementary, and secondary enrolment rate (7-16 yrs)	Per capita income in purchasing power parity US\$
Maximum	85	100	100	40,000
Minimum	25	0	0	100

Table 4.9 Human Development Index-1, 2003

Top 10	Index	Per capita income rank minus HDI rank	Bottom 10	Index	Per capita income rank minus HDI rank
Benguet	0.738	1	Lanao del Sur	0.480	-20
Laguna	0.717	1	Eastern Samar	0.474	-15
Batanes	0.711	1	Western Samar	0.469	-26
Rizal	0.708	3	Sarangani	0.448	0
Cavite	0.704	1	Zamboanga del Norte	0.446	1
Nueva Vizcaya	0.686	-5	Masbate	0.442	-1
Pampanga	0.685	1	Basilan	0.409	1
Bataan	0.679	1	Tawi-Tawi	0.364	1
Bulacan	0.663	5	Maguindanao	0.360	-2
Ilocos Norte	0.659	2	Sulu	0.301	0

Note: Metro Manila: 0.793

Source: Statistical Annex 1

Table 4.8 compares the computations of the three HDIs : global, HDI-1 and HDI-2.

Statistical Annex 1 presents both HDI-1 and HDI-2 for the provinces. Unless we specifically say otherwise, any reference to HDI in the following text refers to HDI-1.

As shown in Table 4.9, all of the provinces in the top 10 are Luzon provinces. Two provinces—Pampanga and Nueva Viscaya are new additions to the top 10 list, replacing Misamis Oriental and Iloilo who were ranked 8th and 10th in 2000. Benguet has shown a consistent improvement, rising in the ranking from No. 7 and No. 4 in 1997 and 2000, respectively, to No. 1 in 2003, while Batanes made its way to the top from a rank of 9 in 2000.

On the other hand, seven out of the bottom-10 belong to Mindanao, five of which are from ARMM. Sulu continues to record the lowest HDI (0.301), followed by Maguindanao, Tawi-Tawi and Basilan while the fifth ARMM province, Lanao del Sur, is 10th from the bottom. Sarangani and Zamboanga are new additions to the bottom 10 list, replacing Romblon and Agusan del Sur which rose in the ranks to 67th and 61st, respectively.

Are gains in per capita incomes effectively

leveraged into equivalent achievements in human development outcomes? Greater achievements in human development outcomes relative to incomes are registered for all provinces belonging to the top 10, with the exception of Nueva Vizcaya, as well as to three provinces in the bottom 10. This is indicated by a positive value moving from a province's ranking based on per capita income to its ranking based on the HDI. A negative value such as that of Nueva Vizcaya, Lanao Sur, and Eastern and Western Samar, on the other hand, signifies the inability to leverage relatively better levels of income into equivalent levels of human development outcomes.

Changes in the HDI

Between 2000 and 2003, the HDI level increased for 50 provinces and declined in 30, including Metro Manila.

Tables 4.10 and 4.11 give the list of top 10 gainers and losers in HDI-1 based on two different ways of computing improvement. The first is the usual percentage improvement given by the formula:

$$\text{Percentage improvement} = (\text{HDI}_t - \text{HDI}_{t-1}) / \text{HDI}_{t-1}$$

Table 4.10 Human Development Index, 2003 top gainers

Province	Percentage change	Province	Gap improvement
Ifugao	22.0	Ifugao	20.5
Quirino	19.4	Quirino	19.9
Lanao del Sur	18.0	Batanes	16.9
Capiz	13.8	Tarlac	16.3
Eastern Samar	13.6	Capiz	15.3
Camiguin	13.4	Nueva Vizcaya	15.0
Western Samar	11.9	Camiguin	14.1
Tarlac	11.4	Benguet	13.7
Masbate	10.6	Lanao del Sur	12.3
Batanes	9.0	Cebu	10.9

Source: Statistical Annexes 1 and 2

Table 4.11 Human Development Index, 2003 largest losers

Province	Percentage change	Province	Gap improvement
Zamboanga del Norte	-12.4	Rizal	-17.3
Davao Oriental	-9.7	Ilocos Norte	-16.4
Palawan	-8.9	Zamboanga del Norte	-12.9
Ilocos Norte	-6.8	Davao Oriental	-12.2
Maguindanao	-6.6	Palawan	-11.2
Mt. Province	-6.1	Iloilo	-9.4
Metro Manila	-6.0	Mt. Province	-8.5
Rizal	-5.7	Bataan	-8.4
Guimaras	-5.6	Guimaras	-6.4
Iloilo	-5.1	Surigao del Sur	-4.7

Note: Metro Manila: -6.1% (percentage change); -32.8% (percentage gap improvement)

Source: Statistical Annexes 1 and 2

The second computation is the *gap* improvement given by the formula:

$$\text{Gap improvement} = (\text{HDI}_t - \text{HDI}_{t-1}) / (1 - \text{HDI}_{t-1})$$

Since improvements are based on how far a province still is from the perfect HDI (of 1), the second formula is preferred by many because it is not biased against those who already have high HDIs. Using either method, seven of the biggest gainers are Quirino, Ifugao, Capiz, Camiguin, Tarlac, Lanao del Sur and Batanes [Table 4.10]. Likewise, nine provinces are common to both lists of bottom 10 provinces [Table 4.11].

The picture is mixed for the ARMM provinces. While Tawi-Tawi and Sulu do not figure among the top losers (perhaps because they have remained stagnant at the bottom), Lanao del Sur records improvement and lands in the top 10 gainers.

International comparisons

PHDR 2002 asked “if provinces were countries unto themselves, how would they fare against other countries?” To answer this question, we use the HDI-2 computations and juxtapose them against selected country HDI computations for 2003 (as featured in the (Global) 2005 HDR).

Compared to HDI-1, HDI-2 is less disperse, with the high HDI-1s generally having equivalently lower HDI-2s, and the low HDI-1s having equivalently higher HDI-2s. This is for the same reason mentioned in the previous report: the shift to the international maximum income threshold dwarfs even Metro Manila’s per capita income. Table 4.12 shows the HDI-2 of the provinces relative to selected countries.

Unlike in the past report where all provinces fell within the “medium” human development category (HDI 0.799 to 0.500), this time, one province (Maguindanao) falls within the “low” human development category (HDI 0.499 to 0.000). Metro Manila’s HDI is roughly equivalent to that of

Table 4.12 Provinces versus countries
(province HDI-2 figures for 2003, country figures for 2003)

Australia	0.955		Negros Occidental	0.697		Mt. Province	0.650
Hong Kong, China (SAR)	0.916		Isabela	0.697		Sultan Kudarat	0.650
Singapore	0.907		South Cotabato	0.697		Kalinga	0.648
Malaysia	0.796		Indonesia	0.697		Palawan	0.647
Thailand	0.778		Albay	0.696		Ifugao	0.646
Metro Manila	0.777		Sorsogon	0.695		Guimaras	0.643
Samoa	0.776		Quezon	0.695		Antique	0.643
Saudi Arabia	0.772		Camarines Sur	0.693		Northern Samar	0.641
Ukraine	0.766		Nicaragua	0.690		Camarines Norte	0.641
Rizal	0.763		Oriental Mindoro	0.686		Davao Oriental	0.639
Lebanon	0.759		Abra	0.684		Gabon	0.635
Cavite	0.758		Bohol	0.684		Surigao del Sur	0.633
Batanes	0.755		Cagayan	0.683		Catanduanes	0.632
China	0.755		Camiguin	0.682		Morocco	0.631
Benguet	0.753		Ilocos Sur	0.680		Occidental Mindoro	0.630
Batangas	0.750		Misamis Occidental	0.680		Namibia	0.627
Bulacan	0.749		Mongolia	0.668		Negros Oriental	0.626
Dominican Republic	0.749		Marinduque	0.676		Masbate	0.625
Laguna	0.747		Surigao del Norte	0.674		Eastern Samar	0.625
Pampanga	0.747		Lanao del Norte	0.673		Agusan del Sur	0.624
Maldives	0.745		Leyte	0.672		Siquijor	0.615
Bataan	0.745		Agusan del Norte	0.671		India	0.602
Georgia	0.732		Moldova	0.671		Lanao del Sur	0.601
Azerbaijan	0.729		Zamboanga del Sur	0.670		Zamboanga del Norte	0.599
Cebu	0.728		Capiz	0.667		Western Samar	0.597
Zambales	0.727		Honduras	0.667		Solomon Islands	0.594
La Union	0.723		North Cotabato	0.666		Sarangani	0.593
Pangasinan	0.723		Davao del Norte	0.664		Basilan	0.578
El Salvador	0.722		Romblon	0.664		Myanmar	0.578
Misamis Oriental	0.717		Quirino	0.661		Cambodia	0.571
Nueva Ecija	0.713		Apayao	0.659		Lao People's Dem. Rep.	0.545
Ilocos Norte	0.712		Bukidnon	0.659		Sulu	0.540
Nueva Vizcaya	0.706		Southern Leyte	0.659		Ghana	0.520
Vietnam	0.704		Aurora	0.658		Tawi-Tawi	0.518
Davao del Sur	0.702		South Africa	0.658		Sudan	0.512
Kyrgyzstan	0.70		Aklan	0.656		Zimbabwe	0.505
Tarlac	0.698		Biliran	0.655		Maguindanao	0.498
Iloilo	0.698		Tajikistan	0.652		Swaziland	0.498

Thailand and Samoa, but lower than those of Hong Kong, Singapore, and Malaysia. Cavite's HDI-2 is roughly equivalent to that of Lebanon, as Bataan's is to the Maldives. Cebu's HDI is lower than Georgia and Azerbaijan, while Davao del Sur's is roughly equivalent to Kyrgyzstan.

Looking at the bottom provinces, Sulu and Tawi-Tawi find themselves among countries such as Lao PDR, Ghana and Sudan, while Maguindanao, with the lowest HDI, finds itself with Swaziland.

Gender-related Development Index

Just as national figures can mask differences at the provincial level, provincial figures can mask differences within subgroups—by gender, ethnicity, income.

The GDI is a measure of human development adjusted for inequality in the achievement of men and women. In other words, it is the HDI discounted for gender inequality. If on average the HDI for both genders are the same, then the GDI will be identical to the HDI.

We compute two sets of estimates: the GDI-1 which uses the same data as the HDI-1 and is used for the interprovincial comparisons, and GDI-2

which uses the same data as HDI-2 and is used for international comparisons. We are also interested in how the rankings of provinces change, moving from their HDI ranking to their GDI ranking.

Table 4.13 shows the top and bottom provinces in terms of GDI-1. Except for Zambales and Batangas, which replace Bulacan and Ilocos Norte, all the provinces in the top 10 are also in the top 10 for the HDI. This means that while human development is on average better in Bulacan and Ilocos Norte, Zambales and Batangas are actually better off discounting for inequalities between men and women. The improvement in the rankings of Rizal, Cavite and Batangas when one moves from their HDI ranking to their GDI ranking (indicated by a positive value for HDI rank minus GDI ranking) likewise indicates that these three provinces are on average better off in terms of human development after discounting for gender inequalities.

Statistical Annex 4 shows other large improvements in ranking when going from the HDI to the GDI. Aurora, which ranks 38 in the HDI, goes up 21 notches to rank 17th under the GDI, registering the biggest change. Other big gainers include Catanduanes (17 notches), Albay (17 notches), Marinduque (15 notches) and Nueva Ecija

Table 4.13 Gender Development Index-1 (2003)

Top	Index	HDI rank minus GDI rank	Bottom	Index	HDI rank minus GDI rank
Rizal	0.680	3	Eastern Samar	0.439	1
Laguna	0.662	0	Biliran	0.438	-5
Cavite	0.642	2	Agusan del Sur	0.429	-9
Benguet	0.635	-3	Zamboanga del Norte	0.428	1
Batanes	0.625	-2	Sarangani	0.425	-1
Zambales	0.624	9	Masbate	0.408	0
Bataan	0.619	1	Basilan	0.381	0
Pampanga	0.611	-1	Tawi-Tawi	0.356	0
Batangas	0.606	7	Maguindanao	0.314	0
Nueva Vizcaya	0.595	-4	Sulu	0.296	0

Note: Metro Manila: 0.735

Source: Statistical Annex 4

**Table 4.14 Selected internationally-comparable provincial GDI
(Province GDI-2 figures for 2003, country figures for 2003)**

Hong Kong, China (SAR)	0.912	Viet Nam	0.702	Occidental Mindoro	0.645
Mexico	0.804	Indonesia	0.691	Camarines Norte	0.639
Malaysia	0.791	Abra	0.689	Agusan del Sur	0.617
Metro Manila	0.775	Mongolia	0.677	Morocco	0.616
Thailand	0.7744	Leyte	0.675	Eastern Samar	0.615
Rizal	0.764	Capiz	0.674	Lanao del Sur	0.597
Ukraine	0.763	Surigao del Sur	0.674	India	0.586
Cavite	0.756	Zamboanga del Sur	0.671	Western Samar	0.585
China	0.754	Mt. Province	0.671	Cambodia	0.567
Batangas	0.749	Quirino	0.668	Basilan	0.562
Saudi Arabia	0.749	Moldova	0.668	Lao PDR.	0.540
Bataan	0.746	Romblon	0.665	Sulu	0.540
Benguet	0.745	Aklan	0.662	Tawi-Tawi	0.539
Lebanon	0.745	Davao Norte	0.660	Maguindanao	0.536
Cebu	0.730	South Africa	0.652	Ghana	0.517
Ilocos Norte	0.707	Tajikistan	0.650	Sudan	0.495

Source: Statistical Annex 4 and (Global) Human Development Report 2005

(15 notches). For provinces which improve in ranking from HDI to GDI, the much better performance of women in terms of longevity and education is more evident than in other provinces. In general, women are better than men in terms of life expectancy and education variables, and are worse off in terms of estimated earned income.

All provinces in the bottom-10 provinces for GDI also figure in the bottom 10 for the HDI, except for Agusan del Sur and Biliran, which replace Western Samar and Lanao del Sur. In other words, Western Samar and Lanao del Sur are, on average, better off in terms of human development after discounting inequalities between men and women. Other provinces which register big downward adjustments when moving to their GDI rankings are Bukidnon, whose ranking falls 25 notches from rank 28 in HDI to rank 53 in GDI, Camiguin (22 notches), Kalinga (22 notches) Quirino, and Agusan del Norte (20 notches).

Using GDI-2, Table 4.14 indicates how our provinces compare to other countries in terms of gender-related human development. The relative positions of the top provinces are much the same as those in the HDI [Table 4.12] but at the bottom, Tawi-Tawi and Maguindanao now rank relatively higher than Ghana and Sudan. In terms of GDI, all the provinces fall within the medium human development category.

Income poverty and human poverty

A more traditional measure of well-being than either the HDI or GDI is poverty incidence, defined as the proportion of the population whose income falls below the poverty line. The poverty line is the amount of money just sufficient to meet a person's most basic food and nonfood needs.

In calculations of the poverty incidence, this Report uses the poverty lines developed by Balisacan [1999]. These lines are adjusted for inflation, as it is deemed more appropriate for interprovincial estimates. Following his methodology, we also use per capita expenditure instead of per capita income because, as the theory goes, it is more reflective of permanent income and it is likely to be more accurate given the level of detail at which it is obtained.

The FIES survey data used for poverty estimation were only available beginning 1985. From that time until 1997, results show that there has been, more or less, a steady decline in poverty incidence from 40.9 percent to 25.1 percent. From 1997-2000, poverty increased from 25.1 percent to 27.5 percent; while

in the recent period, 2000-2003, poverty incidence declined from 27.5 percent to 25.7 percent, although this rate is still higher than that of 1997.

Statistical Annex 5 presents the changes in the *depth* and *severity* of poverty across provinces for the years 1997, 2000, and 2003. The poverty depth is an indicator of the incidence of poverty adjusted for how far the poor are, on average, from the poverty line. For two provinces with the same incidence, one with a higher poverty depth means that, on average, its poor are poorer (or farther from the poverty line). In addition, poverty severity accounts for the inequality among the poor. Statistical Annex 5 shows that from year 2000, 46 provinces, including Metro Manila, improved in terms of poverty depth and 32 provinces deteriorated. Likewise, 47 provinces, including Metro Manila, improved in terms of poverty severity and 31 provinces worsened. Using either statistic, it seems that, on average, the poor are less poor now than they were three years ago.

Table 4.15 shows the top gainers and losers in terms of reductions in poverty incidence. Ifugao has the highest decline in poverty incidence with a

Table 4.15 Gainers and losers in reduction of poverty incidence (2000 vs 2003)

Top Gainers	2003	Percentage-point difference	Top Losers	2003	Percentage-point difference
Ifugao	10.9	-29.9	Batangas	24.4	8.1
Romblon	52.1	-22.4	Surigao del Norte	45.1	8.2
Catanduanes	21.9	-21.3	Zamboanga del Norte	63.2	11.2
Sorsogon	34.2	-18.6	Occidental Mindoro	35.3	11.9
Eastern Samar	44.5	-17.2	Southern Leyte	44.4	12.0
Bohol	35.3	-12.8	Davao Oriental	41.7	13.4
Capiz	23.6	-12.5	Surigao del Sur	44.5	14.5
North Cotabato	23.7	-11.0	Maguindanao	55.7	19.6
Tarlac	9.7	-10.5	Palawan	50.5	25.1
Quirino	9.6	-10.2	Guimaras	48.8	32.3

Note: Metro Manila: -1.3%

Source: Statistical Annex 5

Table 4.16 Top and bottom provinces in poverty incidence with HDI ranks (2003)

HDI rank from the top	Top provinces	Incidence	HDI rank from the bottom	Bottom provinces	Incidence
43	Apayao	1.2	15	Marinduque	49.1
6	Nueva Vizcaya	3.8	22	Palawan	50.5
2	Laguna	5.7	18	Siquijor	51.9
7	Pampanga	6.0	11	Romblon	52.1
10	Ilocos Norte	6.7	2	Maguindanao	55.7
4	Rizal	7.9	5	Masbate	60.8
5	Cavite	8.5	6	Zamboanga del Norte	63.2
8	Bataan	8.9	4	Basilan	65.6
3	Batanes	9.2	3	Tawi-tawi	69.8
9	Bulacan	9.2	1	Sulu	88.8

Note: Metro Manila: 4.3

Source: Statistical Annex 5

29.9-percentage-point reduction from 40.9 percent in 2000 to 10.9 percent in 2003. Unlike the period between 1997 and 2000 when only three provinces had double-digit reductions, all the top provinces had double-digit reductions from 2000 to 2003. On the other hand, eight out of the bottom 10 provinces registered double-digit increases. The province with the highest increase in poverty incidence is Guimaras

with a 32.3-percentage-point change, from 16.5 percent in 2000 to 48.8 percent in 2003. Overall, poverty incidence declined in 48 provinces and Metro Manila, while it increased in 30 provinces.

Table 4.16 shows the top and bottom provinces in terms of poverty incidence alongside their HDI ranks. Note that only seven out of 10 provinces in both the top and bottom rungs are alike for both

Table 4.17 Top and bottom provinces in HPI (2003)

Top Provinces (Least Poor)	HPI	Income poverty minus HPI rank	Bottom Provinces (Most Poor)	HPI	Income Poverty rank minus HPI rank
Batanes	6.5	9	Lanao del Sur	23.2	-20
Laguna	7.2	2	Sarangani	23.8	-7
Bataan	7.3	6	Zamboanga del Norte	24.8	4
Batangas	7.9	22	Camarines Norte	25.7	-4
Bulacan	8.1	5	Guimaras	27.7	-6
Pampanga	8.1	-2	Masbate	28.0	0
Cavite	8.9	0	Basilan	29.8	1
Pangasinan	9.3	12	Maguindanao	31.7	-3
Zambales	10.2	4	Sulu	32.7	1
La Union	10.3	8	Tawi-Tawi	39.1	-1

Note: Metro Manila: 7.7

Source: Statistical Annex 6

measures. For example, while Apayao has the lowest poverty incidence, it is ranked only No. 43 in terms of HDI. This means it is far less well off when one considers outcomes of a broader nature, beyond that of less income poverty alone. Benguet, on the other hand, is ranked first in terms of HDI but is not among the top 10 provinces in terms of low poverty incidence. Benguet's achievements in terms of longevity and knowledge outweigh shortcomings in terms of income poverty.

On the other hand, the provinces of Western and Eastern Samar, Lanao del Sur and Sarangani appear in the bottom 10 in terms of HDI but not in terms of high poverty incidence. In other words, they do worse in terms of human development than they do in terms of the incidence of income poverty. Sulu and Tawi-Tawi are at the bottom using either measure. In Tawi-Tawi, five out of every seven people are poor while in Sulu, eight out of every nine people are poor.

Human Poverty Index

The human poverty index (HPI) captures deprivation beyond income poverty alone. While the HDI measures overall progress in three dimensions of human development, the HPI measures deprivation in those same dimensions: longevity, as measured by the probability at birth of not surviving to age 40; knowledge, as measured by the adult illiteracy rate; and overall economic provisioning both public and private, as measured by the percentage of people not using improved water sources and the percentage of children under five who are underweight. Greater progress in reducing relative deprivation is indicated by a lower HPI.

The indicators used in this report are the same as those used by the UNDP to compute the global HPI so our provinces may be compared with other countries. Statistical Annex 6 shows the HPI for all provinces.

Table 4.17 shows the top and bottom 10 provinces in terms of HPI. Those doing relatively well in terms of

HPI are Batanes, Laguna, Bataan, Batangas, Bulacan, Pampanga, Cavite, Pangasinan and Zambales and La Union, which are all Luzon provinces. The top three provinces even have lower HPIs compared to that of Metro Manila (7.7).

At the bottom 10, we again find Tawi-Tawi, Sulu, Maguindanao, Basilan, Masbate and Zamboanga del Norte, which also appear in the bottom for HDI and for income poverty.

Statistical Annex 6 shows how provinces fare when moving from their income poverty rank to their HPI rank. A positive figure indicates that the province may be doing relatively better in terms of addressing deprivations in basic economic provisioning, knowledge and longevity than what its incidence of income poverty may suggest, a negative value the opposite. Among the provinces with lowest HPIs, Batangas, Pangasinan, Batanes and La Union all show gains in ranking when moving from income poverty to human poverty outcomes. Bigger gains in ranking are in fact registered by Marinduque (51 notches), Surigao del Sur (46 notches), Romblon and Albay (42 notches each), Surigao del Norte (32 notches) and Oriental Mindoro (30 notches). On the other hand, provinces which register huge downward adjustments in ranking include Apayao (48 notches), Ifugao (44 notches), Capiz (40 notches) Catanduanes (38 notches) and North Cotabato (35 notches).

Comparing provincial HPIs with the country values found in the 2005 HDR, we see first that all provinces do worse (have a higher HPI) than Singapore (6.3). Among provinces with low HPIs, Laguna and Bataan are on a par with Columbia, while Bulacan and Pampanga are doing as well as Jordan. Among provinces with high HPIs, Zamboanga del Sur is comparable to Vanuatu, Basilan is between Congo and Djibouti, and Maguindanao is between India and Yemen. Tawi-Tawi does more poorly in terms of human poverty than Lao PDR, and Nepal, but better than Togo and Cambodia.

Table 4.18 Top and bottom provinces in inequality based on share in consumption of poorest 10 % to richest 10 % (2003)

Most Inequitable Provinces	Poorest 10%	Richest 10%	Ratio: Richest 10% to Poorest 10%	Least Inequitable Provinces	Poorest 10%	Richest 10%	Ratio: Richest 10% to Poorest 10%
Iloilo	2.8	31.9	11.6	Batanes	6.0	17.7	3.0
Davao del Sur	2.6	30.8	11.8	Apayao	5.0	19.2	3.8
Misamis Oriental	2.6	30.5	11.9	Sulu	5.1	19.6	3.9
Zamboanga del Sur	2.7	33.1	12.4	Tawi-Tawi	5.0	20.0	4.0
Bukidnon	2.6	33.1	12.7	Basilan	5.1	23.2	4.5
Zamboanga del Norte	2.8	36.2	13.0	Maguindanao	4.8	25.2	5.2
Cebu	2.4	31.7	13.4	Guimaras	4.5	24.3	5.5
Camarines Norte	2.9	39.3	13.5	Biliran	5.7	31.9	5.6
Negros Oriental	2.3	37.3	16.3	Sorsogon	4.8	27.3	5.7
Lanao del Norte	2.4	41.4	17.0	Ifugao	4.4	25.1	5.7

Note: Metro Manila: 3.2% (poorest 10%); 29.5% (richest 10%); 9.4%(ratio)

Source: Statistical Annex 7

Table 4.19 Top and bottom provinces in inequality based on Gini ratios (2003)

Most Inequitable Provinces	Gini	Least Inequitable Provinces	Gini
Masbate	46.7	Sulu	26.8
Eastern Samar	46.8	Apayao	28.3
Camarines Sur	47.4	Tawi-Tawi	28.9
Capiz	48.6	Basilan	32.4
Zamboanga del Sur	49.0	Nueva Ecija	32.9
Negros Oriental	49.0	Bulacan	33.5
Antique	49.4	Batanes	34.0
Camarines Norte	50.7	Maguindanao	34.5
Zamboanga del Norte	50.9	Zambales	35.4
Lanao del Norte	53.2	Pampanga	35.7

Note: Metro Manila: 39.8

Source: Statistical Annex 7

Inequality

As seen above, income disparities across provinces are great. However, disparities within provinces are likewise high. Statistical Annex 7 shows various measures of within-province inequality using

per capita expenditure adjusted for cost-of-living difference and price changes over time.

Lanao del Norte has the most unequal distribution of income in the country with its richest decile having 17.0 more times the income of its poorest decile. On the other hand, Batanes has the most equitable distribution of income, with

the richest decile having only 3.0 times the share of consumption of its poorest decile. Batanes in fact is also characterized by low poverty incidence (rank 10) and high human development (rank 3). The same cannot be said of Sulu and Tawi-Tawi, however. While they record relatively low income inequality, they both score low in terms of poverty incidence and human development.

The Gini ratio is another measure of inequality. The higher the Gini ratio, the closer the province is to perfect inequality; the closer the ratio is to 0, the closer the province is to perfect equality. Table 4.19 shows the top and bottom provinces in terms of Gini ratio. Lanao del Norte has the highest inequality with a Gini ratio of 53.2 while Sulu has the least inequality with a ratio of 26.8.

For the country as a whole, inequality has been increasing from 1997 (42.7) to 2000 (42.9) to 2003 (43.8). From 2000 to 2003, the Gini ratio decreased in only 12 provinces including Metro Manila, compared to the 42 provinces between 1997 and 2000. Catanduanes recorded the largest decrease or the greatest improvement in equality [Table 2.20]. On the other hand, the Gini ratio increased in 66 provinces, with Lanao del Sur registering the largest deterioration in equality.

Other indicators

■ Unemployment and underemployment

Statistical Annex 9 shows the provincial unemployment and underemployment rates from 1997 to 2003. These were estimated using NSO's definitions, which categorize as unemployed those people who, in the reference period (week preceding survey), (i) actively looked for work but did not find work, and (ii) those who had no work and who are not looking for work for any reason except schooling, housekeeping, young or old age, retirement, or permanent disability (since any of these would exclude them from the labor force). The unemployment rate is the fraction of the labor force that is unemployed. The underemployed are people already employed but who are looking for additional

Table 4.20 Most and least improved provinces based on Gini ratios (2003)

Provinces showing greater equality	Gini 2003 minus Gini 2000	Provinces showing greater inequality	Gini 2003 minus Gini 2000
Catanduanes	-10.4	Camarines Norte	8.2
Rizal	-7.0	Eastern Samar	8.3
Davao Oriental	-5.0	Surigao del Norte	8.5
Northern Samar	-3.8	Biliran	8.6
Bohol	-2.5	Quirino	9.1
Batanes	-1.8	Masbate	9.8
Maguindanao	-1.6	Antique	10.9
Siquijor	-1.4	Agusan del Sur	11.0
Leyte	-0.9	Zamboanga del Sur	11.0
Romblon	-0.8	Lanao del Sur	17.2

Note: Metro Manila: -5.2

Source: Statistical Annex 7

Table 4.21 Top and bottom provinces in unemployment rate (2000-2003)

Low Unemployment Provinces	Average Unemployment Rate (2001-2003)	High Unemployment Provinces	Average Unemployment Rate (2001-2003)
Batanes	2.2	Pangasinan	13.7
Camiguin	2.4	Zambales	13.8
Siquijor	2.9	Pampanga	13.9
Cagayan	3.0	Cebu	14.2
Apayao	3.4	South Cotabato	14.8
Sulu	3.7	Agusan del Norte	14.9
Mt. Province	3.8	Bataan	15.3
Tawi-Tawi	4.6	Aurora	15.3
Bukidnon	5.0	Laguna	15.4
North Cotabato	5.2	Cavite	15.8

Note: Metro Manila: 17.3

Source: Statistical Annex 9

Table 4.22 Provinces with highest and lowest underemployment (2001-2003)

Low Underemployment Provinces	Average Underemployment Rate (2001-2003)	High Underemployment Provinces	Average Underemployment Rate (2001-2003)
Sulu	3.2	Guimaras	34.5
Tawi-Tawi	3.3	Lanao del Norte	35.5
Lanao del Sur	4.2	Davao Oriental	36.1
Zambales	5.3	South Cotabato	36.9
Ilocos Sur	5.7	Zamboanga del Norte	37.2
Bulacan	7.2	Albay	39.6
Rizal	7.3	Bukidnon	43.2
Nueva Ecija	7.3	Nueva Vizcaya	43.5
Tarlac	7.4	Catanduanes	45.9
Sultan Kudarat	7.5	Eastern Samar	50.5

Note: Metro Manila: 10.1

Source: Statistical Annex 9

hours of work. The underemployment rate is the ratio of the underemployed to the total employed.

For 21 of the 77 provinces, unemployment rate was at or near double-digit figures for each year in the 2001-2003 periods. In contrast, the unemployment rate was consistently below 6 percent for each period for 10 provinces.

Table 4.20 shows the top and bottom provinces in terms of unemployment rate for years 2001-2003. Except for Tarlac, Surigao del Sur and Lanao del Norte, provinces with high unemployment rate for 1997-2000, still appear in the group for 2001-2003. On the other hand, Surigao del Norte and Ilocos Norte are no longer among the low-unemployment provinces in 2000-2003, having been replaced by Apayao and North Cotabato.

Both high- and low-unemployment provinces are a combination of poor and nonpoor, low and high human development provinces. Some of the lowest unemployment rates are also found in the poorest provinces (and with very low human development) such as Sulu, with the second lowest unemployment rate from 1997-2000 and sixth lowest from 2001-2003; and Tawi-Tawi, the seventh lowest from 1997-

2000 and eight lowest from 2001-2003; where are employed as low-income agricultural workers. On the other hand, there is Agusan del Norte, with high poverty (above average) and also high unemployment (but decent human development). Kalinga has high employment, low poverty incidence (below average) but low human development.

Underemployment also varies across provinces. For 20 of the 77 provinces, the underemployment rate was never less than 25 percent for each year in the 2001-2003. For 12 provinces, the underemployment rate was at or near single digits for all the three years. In Table 4.31, the top and bottom provinces in terms of underemployment rates for 2001-2003 are presented.

Among the provinces belonging to the bottom 10 provinces in terms of HDI, income poverty and human poverty, Zamboanga del Norte again appears among the high-unemployment provinces. There is no straightforward relationship to be determined between underemployment, human development or poverty, however. Among those with the lowest underemployment rate are the relatively low-human development, high-income poverty provinces of

Table 4.23 Top and bottom provinces in terms of female economic activity rate as % of male rate (average 2001-2003)

Top Provinces	Female Economic Activity Rate (%)	As % of male rate	Bottom Provinces	Female Economic Activity Rate (%)	As % of male rate
Mt. Province	81.6	90.5	Tawi-Tawi	44.4	52.2
Batanes	80.8	81.4	Maguindanao	43.8	50.6
Bukidnon	76.7	82.0	Zamboanga del Sur	43.0	51.7
Camiguin	72.8	75.5	Nueva Ecija	42.5	50.4
Biliran	70.2	78.5	Pangasinan	41.6	52.5
Ifugao	68.1	82.2	Pampanga	41.1	51.4
Davao Oriental	65.8	71.6	Sultan Kudarat	38.5	46.7
Misamis Occidental	65.5	74.4	Basilan	29.0	35.6
Eastern Samar	64.9	71.7	Lanao del Sur	27.0	33.6
Nueva Vizcaya	64.5	76.2	Sulu	19.1	24.3

Note: Metro Manila: 53.0% (female economic activity rate); 67.8% (as % of male rate)

Source: Statistical Annex 10

Sulu, Tawi-Tawi, Lanao del Sur, Sultan Kudarat and Basilan, alongside the relatively high-human development, low-income poverty provinces of Zambales and Ilocos Sur. At the same time, among those with the highest underemployment rates with high income poverty and low human development rank are Sarangani, Eastern Samar, Surigao del Sur, and Southern Leyte.

■ Gender inequality in economic activity

Statistical Annex 10 shows some measures of gender inequality in economic activity across provinces. In all provinces, the economic activity rate (defined as the sum of the employed and the unemployed over the total population, also called the labor participation rate) of women is lower than that of men. By custom, women undertake most of the housekeeping functions and when one does not look for work due to these functions, one is not considered to be a member of the labor force.

For the country as a whole, the difference in average economic activity rates between females and males has lessened. Over the 1997-2000 period, the economic activity rates were 49.7 percent for females

and 83.5 percent for males; and from 2001-2003, they were 52.0 for females and 71.1 for males.

Among the top and bottom provinces in terms of relative economic activity, we find Sulu with the lowest female economic activity rate of 19.1 percent, or one-fourth the economic activity rate of women in Mountain Province. Other Mindanao provinces are also at the bottom for female economic activity such as Lanao del Sur, Basilan, Sultan Kudarat, Zamboanga del Sur, Maguindanao and Tawi-Tawi. Having a low female economic activity rate is not markedly different in Mindanao, however. Luzon provinces such as Pampanga, Pangasinan and Nueva Ecija also have low female economic activity rates. On the other hand, the top provinces are Mountain Province, Batanes, Bukidnon, Camiguin, Biliran, Ifugao, Davao Oriental, Misamis Occidental, Eastern Samar and Nueva Vizcaya. Half of the provinces in the top 10 have majority of their working females employed in the service sector. This marks a shift from 2000, where the major source of employment for females was agricultural.