



CHAPTER 5

Population and Housing Statistics

Introduction

The Sustainable Development Goal (SDG) outcome specifies that the goals should be met for all segments of society, with an endeavor to reach those furthest behind first as it implies that population groups are marginalized because of their identity. The 2017-2022 Philippine Development Plan (PDP) supports the aspirations of Filipinos by 2040 to spend time with family, friend, and the community; enjoy a comfortable lifestyle with decent housing unit; and to feel secure about the future by enjoying their retirement. Recognizing the importance and relevance of population dynamics in development initiatives, the Philippine Statistical System (PSS) will continue to be responsive to the needs of government executives, policy makers, and planners as they expand their use of population and housing statistics to make informed decisions at the local and national levels for the achievement of population objectives and an improved quality of life.

Timely and comprehensive population and housing statistics is indispensable in planning and policymaking. Statistics on population are among the most sought-after data during a population census - the single massive operation of statistical undertaking in the PSS. Population counts based on censuses are the official sources of data used for purposes of redistricting and apportionment of congressional seats, allocation of resources and revenues, and creation/conversion of political and administrative units.

❖ Scope and Coverage

The Philippine Statistics Authority (PSA) conducts a complete enumeration of the population and collects information on the stock of housing units for the entire country, that is, through a decennial census and in between the two decennial censuses, referred to as mid-decade census. The population census is an important data source for SDG monitoring as it provides denominators and numerators for the SDG indicators. Likewise, it enables comparison of population across countries, and allows disaggregation at lower geographic levels as well as various population subgroups.

Statistics on population plays an important role in the formulation of policies concerning various segments of the population (infants, children, youth, older persons, women of reproductive age, voting age, and working age) and at all levels of decision making such as the national, subnational, sectoral, and institutional levels. Housing statistics, meanwhile, aids policy in housing and human settlements development and provide bases for interventions such as housing and resettlement programs, infrastructure support, and livelihood and financing assistance. As such, the potential of housing statistics in ushering in a new era of well-being, resource efficiency, urban development, and economic growth cannot be understated.

Furthermore, the scope and coverage of the population and housing statistics is broad and interdisciplinary in nature covering the main

components of population change—fertility, mortality, and migration as drivers of vital demographic processes. Special periodic surveys and vital registration supply data on these processes. This chapter covers statistics on population and housing generated through censuses, surveys, vital registration, demographic frameworks, and indicator systems to capture major aspects of migration, health, and socio-economic factors that interplay with demographic trends.

❖ **Implementing Agencies**

During the plan period of the Philippine Statistical Development Program (PSDP) 2018-2023, activities and programs that generate and enhance the quality of population and housing statistics were undertaken by various agencies in the PSS. Two Interagency Committees (IACs) contributed in the preparation of the Chapter on Population and Housing Statistics, namely: the IAC on Population and Housing Statistics; and the IAC on Migration Statistics.

The following agencies are involved in the development of the activities and programs that generate and enhance the quality of population and housing statistics undertaken by various agencies:

IAC on Population and Housing Statistics

- National Academy of Science and Technology (NAST)
- National Economic and Development Authority (NEDA)
- Commission on Population (POPCOM)
- University of the Philippines Population Institute (UPPI)
- Philippine Statistical Research and Training Institute (PSRTI)
- Housing and Urban Development Coordinating Council (HUDCC)
- National Housing Authority (NHA)

IAC on Migration Statistics

- NEDA
- Department of Interior and Local Government (DILG)
- Department of Foreign Affairs (DFA)
- Bangko Sentral ng Pilipinas (BSP)
- Philippine Overseas Employment Administration (POEA)
- POPCOM
- Commission of Filipino Overseas (CFO)
- UPPI
- Bureau of Immigration (BOI)

Milestones, Key Developments, Issues and Challenges

❖ **Milestones and Key Developments of 2016-2017**

The leading sources of population and housing statistics are the censuses and surveys conducted by the PSA. Statistics on population and housing come from decadal and mid-decade censuses, on health primarily from demographic and health surveys, and on overseas Filipinos emanate from the administrative records of POEA and CFO and the PSA's Survey on Overseas Filipinos (SOF).

Demands of various stakeholders for population and housing statistics are met with data based on the following: 2015 Census of Population (POPCEN), 2010 Census-based Population Projections, 2016 SOF, 2017 National and Demographic Health Survey (NDHS), Overseas Filipino Workers Deployment Statistics for 2005 to 2016, and Annual Compendium of Statistics on International Migration.

➤ **2015 CENSUS OF POPULATION (POPCEN)**

The population counts for different geographic units, that is, national, regional, provincial, city/municipal, and barangay level from the POPCEN 2015 were declared official with the signing by the former President Benigno S. Aquino III of Proclamation No. 1269 dated 13 May 2016. Detailed demographic and housing characteristics based on the POPCEN 2015 were disseminated in various publications after this proclamation, beginning in 2016 to 2017. Likewise, the corresponding census microdata files were made available to users during the same period. The POPCEN 2015 was undertaken by the PSA in August 2015 pursuant to Republic Act (R.A.) 10625 or the Philippine Statistical Act of 2013 and Executive Order (E.O.) No. 352, also known as the Designation of Statistical Activities that will Generate Critical Data for Decision-Making of the Government and the Private Sector. The latter stipulates the conduct of a mid-decade census primarily to update the population count in all barangays nationwide. A census of population and housing is the most detailed source of data on the size, distribution, and composition of the population and its dwelling units.

➤ **2010 Census-based Population Projections**

The 2010 census-based population projections for the period 2010 to 2045 at the national, regional, and provincial level, which utilized the cohort-component method, was published in December 2016. The cohort-component method takes into account the changes taking place among the three demographic processes namely: fertility, mortality and migration, in projecting population. The methodology, which was approved by the PSA Board in April 2014, involves projecting separately the fertility rates by age of women, 15-49 years of age, and the survival ratios and net migration rates by five-year age groups, for males and females. The methodologies used in generating the 2010 Census-based population projections were approved by the PSA Board through various resolutions: a) PSA Board Resolution No. 01, s. 2014 for the methodology in generating national population projections; b) PSA Board Resolution No. 06-B, s. 2015 for the methodology to generate the regional population projections; and c) the methodology for provincial projections through PSA Board Resolution No. 11, s. 2015. Three fertility assumptions (low, medium, and high) and one mortality assumption were used for these projections. The national projections used the three varying fertility assumptions, while the regional and provincial projections used only the medium fertility variant. Unlike in the previous official population projections, international migration was taken into account in the 2010 Census-based population projections.

➤ **2016 NATIONAL DISABILITY PREVALENCE SURVEY/MODEL FUNCTIONING SURVEY (NDPS/MFS)**

The 2016 NDPS/MFS was conducted by the PSA in collaboration with the Department of Health (DOH) and the National Council on Disability Affairs (NCDA) with technical assistance from the World Health Organization (WHO). The 2016 NDPS/MFS aimed to collect comprehensive, comparable, and relevant disability information of individuals aged 15 years old and over to

monitor the United Nations Conventions on the Rights of Persons with Disabilities (CRPD). The survey provides detailed and nuanced information about how people conduct their lives and the difficulties they encounter regardless of any underlying health condition or impairment. Results of the survey could help identify the barriers that contribute to the problems that person with disability encounter, as well as contribute in monitoring the SDGs.

➤ **2016 SOF**

The 2016 SOF was designed to gather national estimates on the number of overseas workers, their socio-economic characteristics and the amount and mode of remittances, in cash and in kind, received by their families pertaining to the overseas workers who worked or have workers abroad. The Overseas Filipino Workers (OFWs) accounted in this report were those aged 15 years old and over and working abroad for the period April to September 2016. The SOF data are useful inputs to government planners, migrant advocates, researchers, academes, and other data users in the formulation of policies and programs for the welfare of the overseas Filipino.

➤ **2017 NDHS**

The 2017 NDHS, which covers a wide range of population and health topics, was conducted by the PSA from August to October 2017. This survey is a nationally representative survey of almost 16,000 households and 19,000 women aged 15-49 years. It was designed to provide information on fertility, family planning, and health in the country. The data from the 2017 NDHS will be used to monitor and evaluate the impact of population programs as well as policy development decisions.

➤ **Annual compendium of statistics on international migration**

The POEA and the CFO continued to publish the Compendium on Overseas Filipino Workers Deployment Statistics for 2005 to 2016 and the Annual Compendium of Statistics on International Migration, respectively.

➤ **Approval of Senate Joint Resolution Adopting A Glossary of Significant Housing Terminologies**

The government and the private sector should have concrete strategies and convergent action plans in order to address the challenges of decent shelter and burgeoning housing needs in the country. However, if there is no standardized definition of significant housing terms, this would cause ambiguous and conflicting definitions of vital terms relating to housing. This would lead to varying data on housing among the public and the private sectors detrimental to sound policy planning of government interventions on housing. As such, it is imperative that a standard definition of terms be formally adopted and published for the guidance of the legislative and the executive, including the private sector as well bring clarity to the confusion. Senate Joint Resolution No. 17, authored by Joseph Victor G. Ejercito, published the joint resolution ordaining a glossary of significant housing terminologies for the adherence by the key shelter agencies, other appropriate agencies of government, and other housing and urban development stakeholders. However, a joint resolution requires the approval of both the lower house (Congress) and the upper house (Senate) and the President. The Senate has already approved the joint resolution, but the lower house has yet to introduce a parallel bill for adoption.

❖ **Issues and challenges**

The generation of statistics on sub-population groups and emerging concerns on population and housing is a thrust of government for a more informed decision-making process. Inherent to data collection are some technical issues and operational concerns that need to be addressed. The following areas of concern require priority attention to improve the production, dissemination and archiving of population and housing statistics:

➤ **Need to review definition, operationalization, and framework of some data items for consistency and reliability**

- Non-alignment of agency mandates and functions with statistical frameworks and definitions. Urban areas based on the Urban Development and Housing Act (UDHA) of 1992, refer to all cities

regardless of their population density and to municipalities with a population density of at least five hundred (500) persons per square kilometer. On the other hand, the 2003 urban-rural definition of urban areas, refers to a barangay with population size of 5,000 persons or more, or has at least one (1) establishment with a minimum of 100 employees, or has five (5) or more establishments with a minimum of 10 employees and 5 or more facilities within a two-kilometer radius from the barangay hall.

- Need to firm up, standardize, and harmonize the operational definitions of housing related terminologies, including “informal settler families”, for adoption of the PSS. The agencies pushing for the approval of glossary of housing terms are still finding their way to secure the approval of both legislative houses and the signature of the President.
- Need to develop an organized administrative system to complement the reliability of the housing statistics and to review the existing statistical frameworks for the housing sector to ensure that relevant components and critical indicators are institutionalized and regularly produced by the PSS. Censuses of population and housing gather housing information while key shelter agencies generate various housing statistics. Housing statistics are generally affected by untimely production and databases are fragmented which cannot provide sound policies or reliable interventions in various development areas.
- Census-like data collection activities being undertaken by other government agencies and local government units should not be compromised of the quality of data in generating local-level population and housing statistics. Political issues or boundary disputes should not hinder the conduct of the census in keeping the quality of data as objective and impartial as possible.
- Aside from the foregoing need to ensure quality of data generated in census-like data gathering at the local level, there is also a need to harmonize data collection

activities. Such harmonization would pave the way for standardization, maintaining good quality, and maximizing utility of data gathered for purposes of program planning, policy formulation, monitoring, and evaluation at the local level.

➤ **Develop statistical measures and estimates for some administrative-based information as complementary source of data**

- Need for the PSA to pursue studies on the use of Barangay Civil Registration System (BCRS) as a possible source of information for validating data gathered from a population census.
- Need to develop an appropriate methodology for household projections, adaptable to the Philippine setting.
- In using vital statistics to measure maternal mortality, under registration of deaths remains a concern, especially not all local civil registrars are well-versed in coding the appropriate cause of death in the revised Death Certificate which includes information on maternal deaths.
- Need to process and harmonize the administrative-based data on migration from relevant agencies
- Lack of standardized and official baseline data on internal and international migration.

➤ **Establish a well-coordinated statistical activities and programs across different agencies to produce quality data and optimize use of resources**

- Need to revisit the membership and Terms of Reference (TOR) of local census coordinating boards (CCB) for a strengthened tie up with the PSS to help facilitate the conduct of the 2020 Census of Population and Housing (CPH) by enjoining the local government units to actively provide assistance in terms of the logistics, administrative, publicity campaigns, training venue requirements, among others.
- Need to develop guidelines for the reference of migration-concerned agencies regarding the operationalization of the amended framework and the

official concepts and definitions on migration, for statistical purposes.

- Need for a unique identification (ID) as basis for matching migration data collected by various agencies.

➤ **Need to address the non-sampling errors in the conduct of the population and housing census**

- Need for a pre-testing of instruments to determine the realistic output rate depending on the terrain, number of housing units, and size of the area. A pilot testing of all the instruments is also needed.
- Need to develop instruction materials and training modules that would sustain the interest of the field personnel, with concise procedures and guidelines to would maximize the retention of knowledge and skills gained during the training.
- Need to improve the efficiency of data collection to minimize the interview time while ensuring the completeness and validity of information during the time when the field personnel are still in the field conducting the data collection.
- Need to monitor the actual supervision during enumeration period using real-time location of field supervisors to ensure that all enumerators under him/her work efficiently within the prescribed time and in accordance with the correct procedures.
- Need for a strengthened coordination of statistical data gathering activities among the agencies concerned to help minimize respondents' fatigue and confusion, avoid competition in the recruitment and hiring of interviewers; and confusion among data users on similar statistics and indicators derived from different undertakings of various agencies and organizations. A statistical resolution enjoining other agency to rationalize the timeline of their conduct of census-like activities should be pursued.

➤ **More timely and relevant statistical indicators of basic data on population and housing statistics are imperative in ensuring more appropriate and effective policies, plans and programs**

- Need to reform the efficiency of data collection using the computer-assisted personal interviewing (CAPI) techniques to minimize the interview time and ensure completeness and validity of information during the time when the field personnel are still conducting the data collection. Field supervisors tasked to supervise data collectors should also be monitored to ensure that the prescribed enumeration procedures are properly implemented and promptly checked.
 - Need to review the existing statistical law, E.O. No. 352, with respect to the schedule of release of results from the mid-decade census when its conduct is maintained in the month of August or September. The current time lag prescribed in E.O. No. 352 is only 3 to 4 months after the end of census-taking. This amount of time is insufficient, given the enormity of records involved and the extended enumeration period for large provinces and cities.
- **Devise a system of strategies and appropriate methodologies to positively influence the overall attitude of the general public to censuses and surveys**
- Need to increase the level of appreciation of the general public to adhere to the state's statistical obligations on the relevance of population and housing census results and their uses through advocacy meetings, focus group discussions (FGDs) and fora. Relatedly, the continuing problem of lack of cooperation in censuses and surveys among households residing in high-rise condominiums and exclusive villages/subdivisions which may be attributed to their lack of trust and time to answer questions, security concerns, privacy issue, and indifference to government undertakings, among others, should be addressed, among others.
- for 2018-2020 and the PSDP Planning Framework 2018-2023, as follows:
 - Improvement of data production in the PSS aimed at addressing current, new and emerging concerns such as the SDGs, PDP 2017-2022, data revolution, and other data requirements including age and sex disaggregation of administrative data.
 - Enhancement of data dissemination and advocacy on statistics through maximized use of information and communications technology in statistical processes and conduct of forums/workshops to promote utilization of statistics and open data policies.
 - Advancement of statistical research to improve current methodologies for the generation of statistics and indicators to respond to the current and emerging needs and demands.
 - Strengthening capacity building for improved production, dissemination and utilization of statistics.
 - Strengthening data ecosystems to include enhancement of administrative data and exploration of big data and citizen-generated data as possible sources of official statistics.
 - Strengthening of the local statistical system to be able to generate more locally-disaggregated data in support of countryside development.
 - Increasing investment in the PSS to meet the growing demand for statistics in support of evidence-based governance.

❖ **Major Statistical Development Programs and Activities for 2018-2023**

For the period 2018-2023, the 2018 National Migration Survey (NMS), 2019 Young Adult Fertility and Sexuality Survey (YAFSS), 2020 CPH, 2022 Survey on Older Persons, 2022 NDHS, 2018 to 2023 SOF, updating of the 2010 Census-based population projections using the results of the 2015 POPCEN, and the preparation of the 2020 Census-based population projections for the regional and provincial levels comprise the major activities for population and housing statistics.

On new and emerging statistics, the PSA will capitalize on the opportunities for publishing the life tables prepared in connection with the generation of the 2010 Census-based population projections and conducting several studies on disability

Key Statistical Development Programs and Activities

❖ **Thrusts and strategies**

The plans and programs for population and housing statistics are consistent with the Budgetary Thrusts

statistics, maternal mortality estimates, indigenous cultural community and indigenous peoples, as well as on internal and international migration.

a. New Developmental Programs and Activities

Coordination of the PSS

- Development of a handbook or manual to guide the operationalization of a unified migration data system to support evidence-based government programs and policy formulations.
- Collaboration with other partner agencies to adopt the official concepts, definitions, and measurement of overseas Filipinos and migration (internal and international), which were approved by the PSA Board.

Research and Capacity Building

- Conduct of a study on the use of the BCRS as a possible source of information for validating data gathered from a population census.
- Prepare a list of housing related terms and concepts and determine their operational definitions.
- Conduct a study to estimate housing needs at the city/municipal level using direct and indirect estimation methodologies.
- Formulate the operational definition and statistical framework to measure informal settlers, for approval by the PSA Board.
- Study the establishment of population registers at the local government unit (LGU) level e.g., Local Migration Information System (LMIS).

Resources in the PSS

- Mapping of current data platforms in various agencies collecting data on migration and identifying a mechanism for connectivity.

b. Building-up Current Efforts

Coordination of the PSS

- Collaboration with concerned agencies and conduct of advocacy meetings, FGDs, and stakeholders' consultation fora, enhance information, education, and communication (IEC) materials and methods.
- Revisit the membership and terms of reference of local CCB.

Data Collection/Production

- Conduct of the 2018 NMS
 - To address the demand for more in-depth data on migration, the IAC on Migration Statistics recommended to the PSA the conduct of a NMS. The main objective of the survey is to provide baseline data on migration. This is the first time that the survey will be conducted in the country.
- Conduct of the 2019 YAFSS
 - The YAFSS is one of the primary sources of information on sexual and non-sexual risk behaviors and its determinants, at the national and regional levels. The YAFS study is a series of national surveys on the Filipino youth conducted since 1982 by the UPPI.

- Conduct of the 2020 CPH in May 2020

The 2020 CPH aims to provide government planners, policy makers, and administrators with data on which to base their social and economic development plans and programs. It is designed to take an inventory of the total population and housing units in the Philippines and collect information about their characteristics which are vital for making rational plans and programs for local and national development. In this nationwide census-taking, the PSA will utilize information technology to facilitate data collection and quality control. The enumerators will use a CAPI technique to gather information during house to house visit and sending information through the internet. The supervisors will use a computer aided editing system to receive the information and assist them in detecting errors or inconsistencies in the accomplished household information. Further, the 2020 CPH will employ the online accomplishment of the household census form through the PSA website.

- Development and testing of instruments and instructions materials for the 2020 CPH such as the use of geographic information system (GIS) tools in mapping and data collection, training modules for the accreditation of data collectors, and the conduct of census evaluation survey.

- Development of data collection system using CAPI and the online/web-based data collection system.
 - Conduct of the 2022 Survey on Older Persons
 - In response to the increasing proportion of older persons in the country, indicative that this demographic phenomenon should be given more attention by giving special considerations to their needs. This survey will be conducted by the UPPI in collaboration with POPCOM in 2022, which aims to provide national level data on demographic, social, and economic profile of older persons.
 - Conduct of the 2022 NDHS
 - This survey is designed to provide up-to-date estimates of basic demographic and health indicators. The information collected through NDHS are crucial in policymaking, program planning, and monitoring and evaluation of population and health programs, including those anchored on the attainment of related SDGs.
 - Yearly conduct of the SOF
 - The SOF will be conducted every year as a rider to the October round of the Labor Force Survey (LFS). This survey aims to gather information on Filipino citizens who left for abroad during the last five years.
 - Updating of the 2010 Census-based Population Projections using the results of the 2015 POPCEN
 - The updating of the 2010 Census-based population projections using the results of the 2015 POPCEN was included in the approved PSA Board Resolution No. 11, s. 2015, to reflect in the provincial base population the most recent census data. While the interim estimates for the cities and municipalities were approved through PSA Board Resolution No. 12, s. 2015, these need to be updated using the data on population by province, and city/municipality from the 2015 POPCEN.
 - 2010 Gender Specific Life Tables for the Philippines
 - The soon to be published 2010 life tables for the Philippines was prepared to obtain the inputs for mortality in the generation of the 2010 Census-based population projections. The publication of the 2010 life tables aims to provide updated information for effective and efficient health programs and activities. In general, this would be beneficial to the public and private health sectors, research institutions and the academe as well.
 - Harmonization of Housing-Related Terminologies and Concepts
 - The IAC on Population and Housing Statistics will recommend to the PSA the creation of a technical working group on harmonizing housing-related terms and concepts to study the classification of urban-rural definition and recommend standardized housing statistics terminologies so as not to create confusion among government agencies, private sectors and other stakeholders.
- Data Dissemination and Use*
- IEC advocacies for the results of the following census or surveys:
 - 2020 CPH (by topic/theme)
 - 2016 MFS
 - 2017 NDHS
 - 2018 NMS
 - Collaboration with other partner agencies to adopt measurement, and concepts and definition on overseas Filipinos and migration data, which were approved by the PSA Board.
- Research and Capacity Building*
- Conduct of study on the updated methodology for population projections.
 - Conduct a study to revisit urban-rural definition
 - Further research using the NMS data
 - Training of trainers cascading to the concerned officials and staff using the developed guidelines and new forms on the unified migration data system