

Right to Food Assessment **Philippines**



Social Protection to Secure the Right to Food of Every Filipino

An Assessment of Safety Nets and Social
Protection Policies and Programs



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★ Rationale and Objectives

The Government of the Philippines (GOP), through the National Anti-Poverty Commission is speeding up its efforts to address the issue of hunger and food insecurity in the Philippines. The main avenue to consolidate all efforts against hunger and food insecurity is the Accelerated Hunger Mitigation Program (AHMP). Discussions by FAO with Philippine government officials indicate that there is a need to enhance the AHMP to ensure that interventions are appropriate and that these interventions are geared toward the population groups that need them the most.

The GOP is also a party to the International Covenant on Economic, Social and Cultural Rights (ICESCR) that obligates it to recognize the right of every Filipino to an adequate standard of living including food, clothing and housing. The covenant recognizes the fundamental right of everyone to be free from hunger. This implies enabling individuals to produce or procure adequate quantities and quality of food for an active and healthy life. This is consistent with a human rights-based approach to development that empowers individuals and civil society to participate in decision-making, to claim their rights and to demand recourse, by holding public officials and governments accountable for their programs and policies.

The entirety of Government policies and programs should build an enabling environment that ensures that individuals can feed themselves. A clear and unambiguous legal framework will provide the necessary enabling environment to ensure that legal and institutional mechanisms are in place to support efforts toward the mitigation and eventual eradication of hunger in the country. An assessment of the policy framework will reveal the extent to which policies, strategies and programs are conducive to progressively realizing the right to adequate food and whether the policy framework responds to the underlying and root causes of the non-realization of the right to adequate food.

The FAO has responded to this concern by highlighting the agenda for food security and the right to food. It has initiated efforts to examine the various issues related to food insecurity in the Philippines and to arrive at recommendations grounded on sound policy research and analysis. In line with this, it has commissioned the Asia-Pacific Policy Center to a Right to Food Assessment. The assessment will include an analysis of the anatomy of hunger in the Philippines, including the causes and socio-economic characteristics of the hungry, an assessment of the legal framework on the right to food, and a review of the government's safety nets and social protection policies and programs related to the population's right to adequate food.

Objectives

The general objective of the assessment is to provide analytical support to the Philippine Government in its efforts to mitigate the incidence of hunger in the country and to address the underlying causes of food insecurity in the Philippines.

Specifically, the study will:

1. Identify the socio-economic characteristics of the hungry in the country;
2. Analyze the root causes of food insecurity and hunger in the Philippines;
3. Assess the legal framework on the right to food;
4. Assess the government's safety nets and social protection programs.

Item 1 will enhance the Government's efforts to provide direct assistance to those in need, through better design and targeting of its interventions. Items 2, 3 and 4 will inform policy and institutional reform measures to reduce hunger and improve the prospects of food security in the country.

Component 3: Assessment of Safety Nets & Social Protection Policies and Programs

The entirety of Government programs should build an enabling environment that ensures that individuals can feed themselves. This would require improving long-run sustainability of food and at the same time, addressing immediate food requirements. In line with these requirements, Component 3 will focus on two main areas of concern:

1. Long run food sustainability:

- To what extent do trade policies influence the access of food of the most vulnerable?
- What is the impact of marketing and distribution policies on access to food?
- To what extent do high food prices influence the perception of hunger (relation between high food prices and SWS-survey results)

2. Immediate food requirements:

- The availability, design and implementation of safety net programs in the Philippines

Component 3 utilized both documentary research and econometric analysis to ensure a holistic approach in reviewing food sustainability issues and social protection requirements.

3.1 Introduction

Social protection consists of mechanisms to protect individuals and families against shocks and/or the adverse consequences of shocks. These shocks are events that can adversely impact on families and individuals but, unfortunately, cannot be predicted with certainty. Relative to the individual/family, these shocks may arise due to internal factors such as life-cycle changes like death, illness, additional member of the family, etc., or external factors such as natural disasters such as typhoon, flood, drought, man-made disasters such as wars, business cycles, financial crisis, etc. The outcome of these shocks may reduce the earning capability of the family and/or reduce consumption of wanted goods and services to give way to unwanted expenditures that are necessary to return to pre-shock condition. For instance, those whose houses have been washed away by typhoons and floods will need to spend on construction materials to rebuild their houses. Individuals with illness will need to spend on medical care and refrain from doing work in order to regain strength and ability to work.

Protection mechanisms are intended to mitigate the risks and/or cushion the impact, in case the shock occurs. Some risk mitigation strategies have obvious public good characteristics, e.g., flood control, better weather forecasting equipment, better road conditions, etc. Mechanisms to cushion the impact of a shock, meanwhile, benefit largely the individual/family who availed of such mechanisms. These are insurance cover, saving build-up, etc. For this reason, those who can afford to insure against shocks should be encouraged to do so. However, there are a number of individuals and families who could not afford the cost of protection and will simply take on the risk. The impact of a shock could be disastrous and welfare would worsen. For equity considerations, government should then provide the enabling conditions for the social protection of such individuals.

Protection of every individual's right to food is of paramount importance, not only because it is a basic human right, but because prolonged food deprivation will reduce the capability of the individual to live a productive life. This study will review the mechanisms that protect the right to food.

Objectives of the sub-study:

1. Review and analyze the policies and institutions dealing with (or influencing) trade, marketing and distribution of food with focus on their impact on access to food by the poor and the hungry;
2. Analyze the available safety net programs (social security measures in support of the poor, including, for example conditional cash transfer program); and
3. Review the mandate and functioning of institutions responsible for the implementation of social protection programs vis-à-vis what needs to be done to achieve the objectives of the Accelerated Hunger Mitigation Program (AHMP).

3.2 The Need for Social Protection

A very loose definition of “adverse consequence” is when an individual/family feels worse off. The following table is taken from the 2004 Annual Poverty Indicator Monitoring Survey where respondents were asked if they feel that their welfare is better off, worse off, or about the same as in the previous year.

Table 3.1. Change in welfare, by income decile (2004 vs. 2003)

INCOME DECILE	CHANGE IN WELFARE 2004 VS. 2003 (%)		
	Better off	Worse Off	About the same
1st – poorest	8.4	42.4	49.2
2nd	9.5	39.5	51.0
3rd	10.5	38.7	50.8
4th	11.7	36.7	51.6
5th	12.8	37.1	50.1
6th	14.5	34.1	51.4
7th	14.3	34.2	51.5
8th	17.4	32.7	50.0
9th	19.3	29.3	51.4
10th – richest	23.4	23.5	53.1
All households	14.2	34.8	51.0

Source: 2004 Annual Poverty Indicators Survey, National Statistics Office

In general, majority claim that their welfare has remained the same during those two years. When the respondents are classified according to income decile, “1” being the poorest, we find that the proportion who feels better off increases, while the proportion who feels worse off decreases as one considers the richer deciles.

Table 3.2. Primary reason household is worse off

INCOME DECILE	WHY IS HOUSEHOLD WORSE OFF?								
	Lost job	Natural disaster	High food prices	Poor health	Lower income	No savings	Sold assets	Loss of gov't support	Others
1st – poorest	7.0	7.1	47.3	4.0	25.7	4.0	0.2	0.3	4.5
2nd	7.6	4.1	48.7	5.5	25.0	4.1	0.0	0.2	4.8
3rd	7.8	3.4	51.4	6.4	21.5	4.6	0.1	0.4	4.4
4th	8.2	2.5	54.1	6.4	20.3	3.3	0.1	0.1	5.1
5th	10.5	2.9	52.6	7.1	18.1	3.8	0.2	0.5	4.3
6th	10.1	2.3	54.7	6.1	17.4	3.5	0.2	0.5	5.3
7th	10.1	1.5	56.9	4.9	16.0	4.6	0.1	0.4	5.7
8th	7.8	1.5	57.6	5.8	16.4	3.5	0.1	0.5	6.7
9th	7.0	1.9	59.7	6.6	13.6	3.3	0.1	0.6	7.1
10th – richest	5.5	1.2	62.6	6.0	12.6	2.9	0.1	0.8	8.4
All households	8.2	3.0	53.9	5.8	19.2	3.8	0.1	0.4	5.4

Source: 2004 Annual Poverty Indicators Survey, National Statistics Office

The design of a social protection mechanism should begin with identifying the shocks that will most likely confront the individual/family, particularly the poor. Table 3.2 gives the primary reason why individuals felt worse off.

Table 3.3. Food purchasing pattern

INCOME DECILE	PERCENTAGE OF HOUSEHOLDS WHO BUY FOOD	PERCENTAGE OF BOUGHT FOOD
1st – poorest	99.8	79.6
2nd	99.8	83.6
3rd	99.8	86.1
4th	99.7	88.6
5th	99.9	90.8
6th	99.7	93.2
7th	99.7	94.5
8th	99.7	95.7
9th	99.8	96.6
10th – richest	99.9	97.5
All households	99.8	90.6

Source: 2004 Annual Poverty Indicators Survey, National Statistics Office

By far, the major factor is “high food prices” followed by “lower income.” Note that respondents are asked to give only one reason. The “high food prices” may have not been accompanied by an increase in income. This could mean that either less food is being consumed if non-food consumption is maintained, or non-food consumption is reduced in order to maintain the same amount of food consumption. This response is more prevalent among the higher income groups who felt worse off in 2004. Table 3.3 can partly explain this.

In general, almost all families buy food, regardless of income. However, we find that the proportion of food that is bought increases as one considers the richer families. Hence, they are more likely to feel the impact of high food prices.

On the other hand, the response “lower income” is more prevalent among the poorer groups. This means that payment to the factors owned by the poorer groups, e.g., agricultural labor and perhaps, agricultural land, has decreased (Table 3.4).

Table 3.4. Agricultural workers by income decile

INCOME DECILE	NUMBER WORKING IN AGRICULTURE
1st – poorest	1.6
2nd	1.3
3rd	1.1
4th	0.9
5th	0.6
6th	0.5
7th	0.4
8th	0.2
9th	0.2
10th – richest	0.1
All households	99.8

Source: 2004 Annual Poverty Indicators Survey, National Statistics Office

The response “lost job” is more prevalent among the middle income groups. This goes back to the sector and tenure of employment of family members in this group. Table 3.5 gives the sectoral distribution of all employed individuals by income decile. We note that at least 2 out of 3 poor individuals are in agriculture. For the poorest decile, the percentage is almost 80%. This also means that among the poor, there is not much variability in income sources. Trade is a dominant sector among middle to upper income deciles. In terms of type of employment, the data only distinguishes between permanent, casual/seasonal/short-term and daily/weekly. The first two categories include the unpaid family worker; the distinguishing factor is the expected term of employment, whether or not it will last a year. We find that among the poor, 71% are permanently employed while among the richest decile, 92% are permanently employed.

Table 3.5. Sectoral distribution of employment by decile

INCOME DECILE	1st – poorest	2nd	3rd	4th	5th	6th	7th	8th	9th	10th – richest
AGRICULTURE	78.66	66.92	56.36	45.71	34.13	26.28	19.57	13.74	8.68	5.27
MINING AND QUARRYING	0.55	0.57	0.53	0.42	0.36	0.37	0.32	0.26	0.15	0.04
MANUFACTURING	3.65	4.83	6.57	7.73	10.29	12.51	14.4	14.71	14.91	11.64
ELECTRICITY, GAS AND WATER	0	0.1	0.16	0.19	0.19	0.29	0.5	0.7	0.76	1.13
CONSTRUCTION	2.33	4.44	5.93	6.54	7.7	7.73	6.45	5.5	3.49	3.16
TRADE	6.87	10.87	15.06	20.12	23.2	27	28.89	30.54	30.9	27.47
TRANSPORT	2.42	4.7	6.17	8.07	9.88	10.54	10.76	9.86	7.6	6.26
COMMUNICATIONS	0.01	0.04	0.06	0.07	0.23	0.28	0.49	0.5	0.98	1.85
FINANCE	0.05	0.06	0.13	0.3	0.39	0.66	1.29	1.53	2.82	4.95
BUSINESS SERVICES	0.13	0.32	0.75	1.02	1.79	2.32	2.62	3.61	4.4	6.38
COMMUNITY SERVICES	1.57	2.11	2.75	3.81	5.02	6.13	8.67	13.46	20.36	27.47
PERSONAL SERVICES	3.76	5.04	5.51	6.03	6.8	5.9	6.04	5.6	4.96	4.38

Source: 2004 Annual Poverty Indicators Survey, National Statistics Office

There are other factors that need to be considered, apart from the ones given above. These factors increase the risk that a shock will occur.

Life-cycle factors

Table 3.6 shows the age distribution of household head and their spouses, by income decile, where 1 is the poorest. We find two important differences in the age characteristics. First, heads of households and their spouses are younger among the poor than among the rich. Two, in richer families, the heads of households are about the same age as their spouse. Among the poor, the spouses are obviously younger.

Table 3.6. Age distribution of household head and spouse by decile

INCOME DECILE	AGE OF HOUSEHOLD HEAD					AGE OF SPOUSE				
	< 30	30 - 39	40 - 49	50 - 64	≥ 65	< 30	30 - 39	40 - 49	50 - 64	≥ 65
1st – poorest	10	33	30	19	9	19	40	27	12	4
2nd	11	31	27	22	10	21	35	24	16	4
3rd	11	27	25	25	12	21	30	24	19	6
4th	10	26	26	24	14	18	32	25	19	6
5th	12	25	25	25	12	21	30	24	19	6
6th	11	24	24	27	14	20	29	25	20	6
7th	10	22	25	28	14	18	27	26	23	5
8th	10	22	26	29	13	17	25	28	25	5
9th	11	21	26	29	13	14	26	28	26	7
10th – richest	11	22	23	29	15	10	23	26	32	9

Source: 2004 Annual Poverty Indicators Survey, National Statistics Office

The age profile given above implies that poorer families may not have enough wealth build-up to regain pre-shock condition in case a shock adversely impacts on them. The state of their human and social capital should therefore be protected. The good health of the family head and other working members should always be ensured.

Table 3.7 shows that poorer families have more working members. However, there are also more of them working in hazardous occupation. This makes the incidence of life-cycle shock more likely.

Table 3.7. Workers in hazardous occupation by decile

INCOME DECILE	NUMBER OF WORKING MEMBERS	NUMBER WORKING IN HAZARDOUS OCCUPATION	NUMBER WORKING IN AGRICULTURE
1st – poorest	2.2	0.6	1.6
2nd	2.1	0.6	1.3
3rd	2.0	0.6	1.1
4th	1.9	0.6	0.9
5th	1.9	0.5	0.6
6th	1.8	0.5	0.5
7th	1.8	0.4	0.4
8th	1.8	0.4	0.2
9th	1.8	0.3	0.2
10th – richest	1.6	0.2	0.1

Source: 2004 Annual Poverty Indicators Survey, National Statistics Office

Health status of all family members, working or not, should still be ensured. The table below shows that in 2004, average family size is less than 5. Average number who got ill is less than 1 (0.9) per family. The poor families have more members, and also more of them getting ill and/or injured. Incidence rate would, however, be almost the same—18% among the richest and 21% among the poorest decile. The bigger issue, therefore, is assisting the poor family to cope with the shock. A sickness afflicting a family member will require expenditures for (curative) medical care. For poor families, this unwanted expenditure will reduce spending on the wanted and perhaps, more necessary, items like food, education, etc.

Table 3.8. Incidence of illness or injury, by decile

INCOME DECILE	FAMILY SIZE	NUMBER WHO GOT ILL OR INJURED
1st – poorest	6.2	1.3
2nd	5.6	1.1
3rd	5.2	1.0
4th	4.9	1.0
5th	4.7	0.9
6th	4.6	0.9
7th	4.4	0.8
8th	4.2	0.8
9th	4.0	0.7
10th – richest	3.4	0.6
All households	5	0.9

Source: 2004 Annual Poverty Indicators Survey, National Statistics Office

Response protocol that requires relocation, as in typhoons, earthquake, armed conflict, etc. should ensure that community groupings are kept intact to take full advantage of existing social capital. As resources allow, assistance can be extended to affected families to help them regain pre-shock status.

Equally important to note is the fact that spouses (99% female) in the poorer families are much younger than the heads of families. Life-cycle factors are more likely to affect the head of the family, since he is older. Worse, should a shock affect the head of the family, the spouse in the poorer family will find it more difficult to secure her family, due to her relative lack of experience—she would be younger, less educated (almost all, 95%, have at most high school education and 2 out of every 3 have only finished elementary level) and less than 50% have work experience.

Incidence of disasters

Referring back to Table 3.2, we find that incidence of disaster does not appear as a major reason why families feel worse off. In particular, it affected only 3% of total. However, we do find that the lower income groups are more likely to encounter this shock than the richer groups.

The Disaster and Relief Operations Monitoring and Information Center (DROMIC) lists 5,208 disasters that occurred in the country during the period 1990-2007. This amounts to about 290 major disasters per year. Almost two thirds are man-made disasters, the remainder are natural disasters.

The most frequently occurring man-made disasters are fires, car accidents and armed conflict. Of the natural disasters, the ones occurring most often are typhoons, landslides, flood and earthquake.

Table 3.9. Incidence of disasters and calamities, January–May 2008

DISASTER TYPE	FREQUENCY	%
Accident	11	7.1
Armed conflict	28	18.2
Deportation	19	12.3
Fire	64	41.6
Natural calamity	29	18.8
Food safety	2	1.3
Disease outbreak	1	0.7

Source: DROMIC, Department of Social Welfare and Development

Natural disasters, most probably, adversely affect food insecurity in all respects—food availability, accessibility, safety, but especially food availability. On the other hand, man-made disasters most probably constrain economic access to food.

From January to May 2008, DROMIC lists over 150 disasters or calamities. Distributed in terms of frequency of occurrence, the most frequently occurring are fires, followed by armed conflict and natural calamity.

The type of disaster that affected the most number of families is natural calamity, followed by armed conflict, though a far second. Damage to lives (dead or injured) is high in the case of accident and disease outbreak, while damage to property in the case of fire and natural calamity. Damage to agriculture is high in the case of natural calamity and armed conflict.

Table 3.10. Number of families affected by disasters, January-May 2008

DISASTER TYPE	FREQUENCY	%
Accident	11	7.1
Armed conflict	28	18.2
Deportation	19	12.3
Fire	64	41.6
Natural calamity	29	18.8
Food safety	2	1.3
Disease outbreak	1	0.7

Source: DROMIC, Department of Social Welfare and Development

The regions with high exposure to disasters are SOCKSKARGEN, then ARMM and CALABARZON. Cities have higher exposure to fire. Mindanao provinces have high exposure to armed conflict and even natural calamity.

Table 3.11. Housing material of urban settlers, by income decile

INCOME DECILE	MATERIAL OF ROOF (%)			MATERIAL OF WALLS (%)		
	Weak	Mostly Weak	Mostly strong	Weak	Mostly Weak	Mostly strong
1st – poorest	56	7	37	66	11	23
2nd	44	12	45	50	17	33
3rd	35	11	54	43	16	42
4th	26	13	61	33	17	50
5th	21	12	67	26	17	57
6th	14	15	72	16	19	65
7th	10	13	78	11	16	72
8th	8	11	81	9	14	77
9th	4	9	87	6	10	84
10th – richest	2	5	92	3	6	91

Source: 2006 Family Income and Expenditures Survey, National Statistics Office

In the urban areas, the most frequently occurring disaster is fire. The table below characterizes the building material of houses, by income groups. Evidently, poor families are more vulnerable to fire since almost 3 out of every 4 of them (in the poorest decile) have houses with weak or mostly weak wall materials.

Rural families are more likely to be affected by natural disasters and armed conflict. As with poor urban families, their houses also offer little protection. Among the poorest decile, 3 out every 4 have houses with weak to mostly weak walls and 2 out of 3 have weak to mostly weak roof.

Table 3.12. Housing material of rural settlers, by income decile

INCOME DECILE	MATERIAL OF ROOF (%)			MATERIAL OF WALLS (%)		
	Weak	Mostly Weak	Mostly strong	Weak	Mostly Weak	Mostly strong
1st – poorest	58	6	35	68	8	24
2nd	50	8	42	58	11	31
3rd	42	9	49	50	13	38
4th	33	9	57	42	14	44
5th	28	8	64	36	12	52
6th	19	11	70	26	15	59
7th	15	10	70	21	13	66
8th	8	8	84	12	10	77
9th	6	5	89	9	8	83
10th – richest	3	4	93	4	6	90

Source: 2006 Family Income and Expenditures Survey, National Statistics Office

3.3 Available Safety Net Programs

The rationale for social protection is the fact that shocks are bound to confront any individual or family at some point. Some are more vulnerable than others, as already discussed above. All will need protection and such is the objective of social insurance. However, it comes with a price. There are some who will not be able to afford it.

The Philippines has several laws and statutes promoting social protection, particularly in the aspects of health and work security. The 1987 Constitution also lists the “priority” sectors. On health needs, priority shall be given to the “needs of the under-privileged, sick, elderly, disabled, women and children.” Free medical care shall be provided to paupers. Concerning workers, the Labor Code regulates the manner of employer-employee relationships—grounds and procedures for dismissal, mandatory non-wage benefits that includes insurance, safety standards, etc.

Ortiz (2002) looks at the social protection programs of several countries in various forms and finds that the Philippines has all the requisite forms, except possibly agricultural insurance. Actually, government also subsidizes agricultural insurance and more recently, the private sector has been piloting micro-insurance schemes to cover the sector. Following are the forms of social protection found in the Philippines:

- | | |
|---|--|
| <p>Labor market programs</p> <ul style="list-style-type: none"> ● labor exchange services, ● training, ● employment generation, ● unemployment insurance, ● labor standards, | <p>Social assistance</p> <ul style="list-style-type: none"> ● Micro and area-based scheme ● Micro-insurance ● Disaster management ● Social funds |
| <p>Social insurance</p> <ul style="list-style-type: none"> ● old age, disability, death ● sickness, maternity ● medical care ● work injury | <p>Child Protection</p> <ul style="list-style-type: none"> ● Family allowance |

With regards to social protection for food security, there are likewise numerous programs and projects of national government agencies. Annex I lists these programs and projects, though the list may not even be exhaustive. It is also not possible to determine the funds made available for these programs, particularly for those that have already been institutionalized.

The viability of a social insurance rests on the spread of its clientele to ensure that there is no co-variation in risks. Its effectiveness, meanwhile, is the extent to which the most disadvantaged, excepting moral hazard problems, are covered. In the following, we discuss some of the important social protection mechanisms that are most relevant to the poor. Previously, we found that the shocks they are most likely to face are: (a) poor health, illness, injury, (b) labor market shocks, (c) calamities both natural and man-made, (d) food price shocks.

PhilHealth Indigent Program (PHIP)

The PhilHealth Indigent Program (PHIP)¹ is part of the National Health Insurance Act of 1995 and complies with the constitutional provision to ascribe priority to “the needs of the underprivileged, sick, elderly, disabled, women and children.” PHIP addresses part of the direct cost of hospital treatment and the costs of some drugs, medicines, x-rays, laboratory procedures and others. In some cases, outpatient benefits are provided as well.

PhilHealth coverage has increased from less than 90,000 enrolled members in 1999 to about 3.4 million in 2007. The PhilHealth has a program called the PhilHealth Indigent Program where the policy premium of the indigent beneficiary is paid for by other sources. In 2004, the biggest fund source was PCSO, by virtue of an Executive Order. This was called Oplan 5M and it provided resources to pay for the premium of up to 5 million enrollees. PhilHealth membership peaked in 2004 with the enrolment of 6.2 million families. Edillon (2008) however finds inefficiencies in the system: instability of fund sources, a leakage rate estimated to be 2 million beneficiaries and an undercoverage rate estimated to be 72% in 2004, and underutilization by the poor.

Table 3.13 is based on APIS 2004 and provides a first estimate of the undercoverage rate. Overall, the extent of undercoverage of the poor is 72%. It can be as low as 44% in Northern Mindanao or as high as 93% in the ARMM. This high rate of undercoverage of the poor, combined with the big number of PHIP enrollees can only mean a very high rate of leakage as well. A first estimate yields a leakage rate of 79%.

Table 3.13. PhilHealth Indigent Program Coverage

REGION	NUMBER OF POOR	UNDERCOVERAGE	
		Percentage	Number
NCR	605,898	84.6	512,794
CAR	359,915	60.6	218,227
I Ilocos	887,858	66.7	592,582
II Cagayan	853,065	65.8	560,954
III Central Luzon	1,448,474	81.8	1,184,886
IV-A CALABARZON	2,240,004	71.8	1,608,087
IV-B MIMAROPA	952,957	80.8	769,777
V Bicol	2,271,188	66.4	1,507,764
VI Western Visayas	1,971,790	74.4	1,466,059
VII Central Visayas	2,317,487	78.5	1,819,946
VIII Eastern Visayas	1,606,638	66.8	1,073,155
IX Western Mindanao	1,554,085	69.0	1,071,633
X Northern Mindanao	1,353,021	44.2	597,604
XI Southern Mindanao	1,128,264	73.4	827,662
XII Central Mindanao	1,232,094	72.7	895,706
ARMM	1,888,028	92.8	1,752,497
Caraga	755,486	66.4	501,685
Philippines	23,426,252	72.4	16,961,017

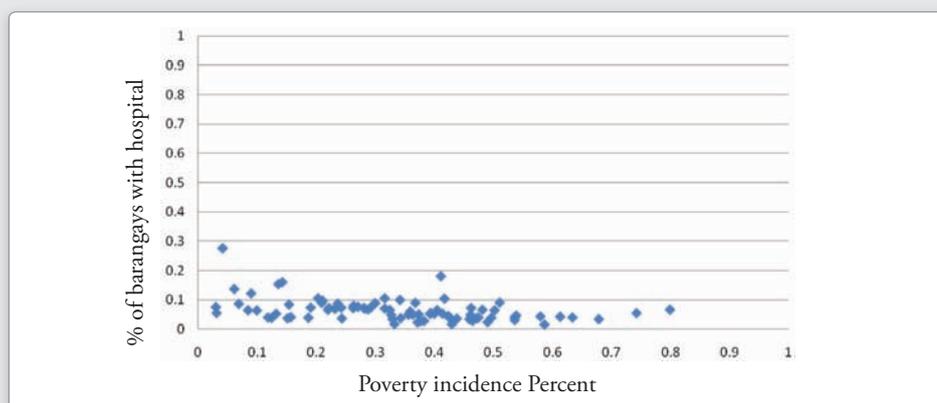
Source: 2004 Annual Poverty Indicators Survey, National Statistics Office

1 The program has been renamed as PhilHealth Sponsored Program (PHSP). For this study, however, we will maintain the name PHIP.

The low utilization rate by the poor, meanwhile, is due to the difficult access to hospitals by the poor. Note that PhilHealth benefits can be accessed only at accredited health facilities, mostly hospitals. Rural health units are also provided assistance to the extent that the LGUs have sponsored beneficiaries in the program. The following chart is also taken from Edillon (2008). It shows the very low correlation between poverty incidence and access to hospitals. In fact, the relationship is even negative. This means that provinces with high incidence of poverty have very difficult access to hospitals that “deliver” the PhilHealth benefits.

The viability of the PHIP can be improved by promoting the Individual Paying Program (IPP) which targets those employed in the informal sector. Presently, they make up only about 15% of membership.

Figure 3.1. Poverty incidence vs % of barangays with hospital by province



Health Insurance

Overall, less than half of families have health insurance coverage. Among the poor, the proportion is less than 1 in 3, while among the rich, it is 3 in 4. Table 3.14 shows that PhilHealth is still the most common insurance provider.

Table 3.15. Insurance coverage, by decile

INCOME DECILE	WITH INSURANCE	PHILHEALTH	HMO	PRIVATE INSURANCE	COMMUNITY INSURANCE	OTHER HEALTH INSURANCE
1st – poorest	28.3	26.9	0.1	0.2	1.7	0.3
2nd	29.7	28.1	0.1	0.4	1.9	0.6
3rd	32.0	29.9	0.1	0.6	2.7	0.8
4th	35.8	33.3	0.1	1.4	2.7	1.1
5th	38.0	35.1	0.2	1.7	3.2	1.6
6th	43.0	39.3	0.5	2.5	3.6	1.7
7th	48.5	44.8	1.2	3.5	3.8	2.1
8th	53.9	50.0	0.9	5.1	4.2	3.1
9th	65.3	61.8	1.9	8.4	4.8	3.6
10th – richest	71.6	67.5	4.9	15.6	6.4	3.7
All households	44.6	41.7	1.0	3.9	3.5	1.8

Source: 2004 Annual Poverty Indicators Survey, National Statistics Office

Some microcredit schemes also require that the client has insurance cover. These microcredit schemes are mostly run by NGOs, who themselves also devise a community insurance program. However, the reach is quite limited, only 3.5% of total. There are other health insurance providers besides PhilHealth. These are mostly private providers. The table also shows that only the high income groups are covered, no doubt because of the higher premium required.

Social Security System

The Social Security System, as the name implies, provides security for its members during times of sickness, disability, retirement, death or even times when lump sum cash is needed, say for housing construction or improvement, tuition fee payments, etc. Any accident or illness occurring during the course of employment is covered under the Employees Compensation package. The fund itself is being managed by the SSS (in the case of private sector members) and the GSIS (in the case of government sector members).

In 2006, SSS reported a membership of 27.52 million. This number includes those that are no longer actively employed (retired and/or disabled). In comparison, the LFS data for the year counts 33 million employed. This data on the employed includes government employees who, by law, are covered by GSIS and not SSS. Thus, it is not easy to estimate the extent of undercoverage. What we do know, however, is that in October 2006, own-account workers with no employees numbered 10.4 million, but SSS only reports 5.6 million members who are self-employed. This implies an undercoverage of at least 45% (since we did not deduct the number of inactive members). The number of employers enrolled with SSS is only 780,000. This is only 52% of the estimated number of employers.

GSIS, meanwhile, reports a membership of 1.3 million in 2006 and about 140,000 availing of the optional life insurance. We also know from APIS 2004 that only 10% of government employees belong to the bottom 30%.

Non-Government Organizations

There are 2,161 registered NGOs with the DSWD as of September 2007. Almost 40% of these provide livelihood assistance. Only 89 provide credit and saving services, and only 3 implement an insurance mechanism. About 1 in every 10 conducts supplementary feeding activities. More than 45% claim that their clientele are the poor and depressed communities.

NCR hosts the most number of NGOs (783), followed by CALABARZON (373). The distribution by region seems to follow the population distribution and not the number of the poor in the region. Many NGOs operate only in certain provinces or cities. Outside of Metro Manila, the most number of NGOs is found in Cebu, then Albay and Davao. Unfortunately, the data does not include information on the size of the NGO operations. Suppose we assume that this does not vary a lot by region. Then we can surmise that a number of the poor will not be covered by NGO operations.

Response to Calamities

While there are only a few programs listed that are meant to address man-made and natural disasters, these have been quite effective in the past. There is an elaborate disaster response protocol through the Disaster Coordination Council constituted at the national, regional, provincial and down to the municipal level. At the national level, it is chaired by the Department of Defense. The heads of 18 departments/agencies are members of the council. Their local counterparts constitute the local disaster coordination councils. The NDCC does not have its own budget but simply works through the mandates of the different agencies. Of course there is the calamity fund that the NDCC has the authority to disburse, depending on the need. In 2008, the appropriation for the calamity fund is Php 2 billion. Local government units also set aside 5% of its budget as calamity fund which can be utilized upon declaration of a state of calamity.

It is actually surprising that this disaster response protocol has been effective, given the number of players involved. One of the reasons may be the high level of visibility accorded their actions. Occurrence of a disaster and the strategies to address the impact will undoubtedly catch the attention of the local and national media. A more important reason, perhaps, is the clarity of focus of the relief operation. The geographical area affected and the needs are easily identified. Even NGOs can be mobilized to provide relief.

Programs involving Trade, Marketing and Distribution of Food

Agriculture contributes 20% to national output and employs about one-third of workers. Roughly one in every 4 families depends on agriculture for livelihood. This is a high ratio, hence, it is very likely that domestic terms of trade will be in favor of the non-agriculture sector. Moreover, population distribution by region does not vary with the distribution of agricultural land. We should then expect a substantial volume of agricultural trade. Table 3.15 gives the proportion of agricultural families in each region.

Regions with very high proportion of agricultural families should then be able to bring their surplus produce to regions with low proportion of agricultural families. Otherwise, the price on their produce will be dampened by the huge volume of supply. The problem, as the table above reveals, is that there is only one region, the NCR, that can absorb the surplus agricultural produce. Farmers, therefore, can only be price-takers.

The market infrastructure is also inefficient. All across the country, data from Balisacan (2007) shows that the density of good roads is only 0.38 km/km². Moreover, there is substantial variation from a low of 0.08 km/km² in Agusan del Sur to a high of 5.71 km/km² in NCR. This increases the cost of transport, distribution and marketing of agricultural produce. Add to that the perishable nature of most food products. All these bring the farmer to the shorter end of the bargain stick, so to speak.

Table 3.15. Families engaged in agriculture, by region

REGION	% OF AGRICULTURAL FAMILIES
NCR	0.51
CAR	33.2
I Ilocos	19.8
II Cagayan	44.7
III Central Luzon	13.3
IV-A CALABARZON	11.0
IV-B MIMAROPA	40.5
V Bicol	28.3
VI Western Visayas	28.2
VII Central Visayas	19.4
VIII Eastern Visayas	36.1
IX Western Mindanao	41.1
X Northern Mindanao	32.4
XI Southern Mindanao	36.3
XII Central Mindanao	43.8
ARMM	68.9
Caraga	31.9
Philippines	24.0

Source: 2006 Family Income and Expenditures Survey, National Statistics Office

In general, there are no restrictions to domestic trade. The only possible exception would be during times of calamities or crisis². International trade in food commodities and agricultural inputs, on the other hand, is regulated by the Department of Agriculture. The objective of regulation is to ensure food safety, as well as protect the local producers from unfair competition. In 2007, the Philippines imported over \$3.4 billion worth of food produce and exported over \$2 billion. Cereal and cereal preparation (most probably rice) make up the highest import bill, roughly one-third, while vegetables and fruits contribute the most to export earnings from food, about one half.

Quarantine clearance needs to be secured before imported food can be allowed into the country. Imported fresh/chilled/frozen fish are not allowed to be sold in the wet market. Permit to import live fish is issued upon clearance of an Import Risk Analysis (IRA).

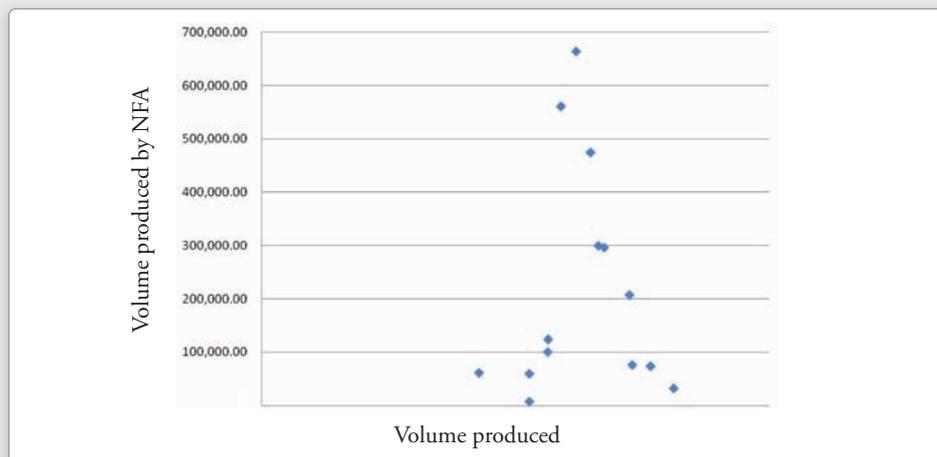
Import and export of fruits and vegetables also follow the same procedure. Vegetable imports are only to be sold to high-end markets such as hotels, restaurants, etc. There are no restrictions on the sale of fruit imports.

The National Food Authority (NFA) has sole authority over the international trade in rice and corn. An inter-agency committee decides on the volume of imports. This committee is chaired by the Secretary of DA and its members come from the Bureau of Agricultural Statistics (BAS), DTI, NAPC, NEDA, NFA, BAI, GMA Rice Program, GMA Corn Program, Philippine Farmer's Advisory Board and PAGASA. Evaluation of supply and demand is done quarterly. A recommendation is presented to the NFA Council for approval. The NFA monitors prevailing world prices to serve as guide in setting the budget and evaluating the bids. NFA then conducts an international bidding.

NFA Rice Procurement Program

The NFA also implements a price support program for rice farmers. NFA buys palay from bonafide farmers and farmer groups. A passbook is needed to prove eligibility. The passbook is valid for one cropping season, whereupon, it will have to be renewed. Bonafide farmers then bring a sample of their palay to the NFA for inspection of moisture and purity content. NFA applies stricter standards on moisture since it expects a longer holding period for the palay.

Figure 3.2. Domestic production vs. NFA domestic procurement of rice



During the period 1994-2007, NFA procured over 217,000 metric tons of rice from domestic farmers. Suppose we focus only on 2003, for which we have consumption data on rice. During that year, NFA procured close to 300,000 MT of rice but this only amounts to less than 5% of all rice purchases by households. The following chart shows the lack of correlation between production and procurement volumes. Of course, this is an annual data,

² For instance, during the recent rice price shock, some LGUs in rice-surplus provinces restricted the “export” of rice.

hence inconclusive. To be able to infer the effectiveness of NFA's domestic procurement program, we need quarterly, if not monthly data on production, procurement and prices at the farm and at major trading points.

The NFA procurement program is self-targeted in the sense that “beneficiaries” need to go to the “drop-off” point to avail of the subsidy. Farmers need to go to the NFA warehouses with their produce to avail of the price support program. However, given the requirement of NFA for farmers to deliver the rice to the NFA warehouses clean and dry, on top of the cumbersome payment claim protocol, the very poor farmers do not directly avail of the service. Even then, these poor farmers may benefit indirectly from the price benchmark set by the NFA, supposedly the floor price. The effectiveness of this strategy, however, is limited by the “viability” of NFA as an option for farmers. During the recent rice price shock, for instance, farmgate price of palay plummeted to as low as Php 9/kg even as NFA has announced a Php 17/kg buying price.

Rice Price Subsidy Program

The consumer price subsidy program is “delivered” using rolling stores (Tindahan Natin). Commodities sold are rice, sugar and cooking oil. Beneficiaries need to wait for these rolling stores to visit their barangay. Actually, the route is posted on the internet, but the poor are probably not able to access this information.

Some stalls do sell NFA rice and this is probably the source of most leakage of the subsidy program. NFA issues licenses to accredited retailers for the retail selling of NFA rice. The license is valid for a year. There is an application procedure after which a site inspection is conducted to confirm that the rice retailer applicant meets the requirements (store stall, rice boxes and rice tags). A passbook is also issued after which, the licensed retailer may purchase NFA rice and sell these at regulated prices. The spread is usually Php2 per kilo.

Data from the 2003 FIES show that even the richest decile bought NFA rice. This is surprising since NFA rice is known to be of poorer quality, which would explain the preference of even the poorest decile to consume ordinary rice instead. Estimated leakage is 44% and estimated undercoverage is 89%.

During times of calamities, concerned government agencies, NGOs and private sector can request to purchase NFA stocks. The NFA also partners with the DepEd and the DSWD in implementing supplementary feeding programs. Memoranda of Agreement are executed in this case. The MOA usually stipulates the terms of sale, distribution and delivery.

Cash/Food for Work Project

Cash/Food for Work Project is a short-term intervention to provide temporary employment to distressed or displaced individuals. Projects can be undertaken before, during or after the occurrence of a disaster, whether natural or man-made. These projects, at times, are meant to mitigate risks but mostly to rehabilitate damaged infrastructure. Beneficiaries are paid in food packs or cash, equivalent to 75% the minimum wage. Recently, however, the value of the food pack has been reduced in order to reach only the most economically disadvantaged individual.

The Cash/Food for Work project is being managed by social welfare and development offices of the local government units (LGUs) in coordination with the DSWD field offices.

Food for School Program (FSP)

The FSP is being implemented by the Department of Education in the DepEd supervised schools and by the Department of Social Welfare and Development in the DSWD supervised day care centers.

The program has come to be known under different names, although with very slight variations in strategies. In 2005, it was named “Dunong ng Bata, Yaman ng Bansa.” Under this program, DepEd conducted supplementary

feeding for grade 1 and preschool students and DSWD for 2-5 year old children attending day care. In the DSWD component, parents were involved in meal preparation and food service.

In 2006, the program was re-packaged as “Malusog na Simula.” DepEd distributed rice and also conducted supplementary feeding. Students from all grades in elementary were beneficiaries of supplementary feeding. Meanwhile, DSWD provided milk and hot meals to day care center students. Target provinces were also identified. These provinces have the highest incidence of self-rated hunger based on the Survey of Hunger Incidence in the Philippines (SHIP).

In 2007, the supplementary feeding component of the DSWD was devolved to the LGUs and DSWD facilitated rice distribution in the day care centers. DepEd focused on rice distribution alone. The list of target provinces was re-constituted based on the highest incidence of the food-poor according to the 2006 FIES. Priority municipalities were also identified using small area estimates. In NCR, priority barangays were identified, the so-called “hot spots” as determined by the local social welfare officer and DILG.

Conditional Cash Transfer (CCT)

The Pantawid Pamilyang Pilipino Program, or 4P is a “poverty reduction strategy that provides money to extremely poor households to allow the members of the families to meet certain human development goals.” Strictly speaking, it does not involve the distribution of food. The program was piloted in selected municipalities of Agusan del Sur and Misamis Occidental and the cities of Pasay and Caloocan.

The intended beneficiaries are the extreme poor. The target provinces rank highest in terms of poverty incidence (either nationwide or region-wide). Within these poor provinces, the poorest municipalities are to be selected based on small area estimates of poverty incidence. The goal is to improve the human development of the extreme poor by building their human capital. This goal is apparently based on the observed correlation between poverty status and the state of human development.

The interventions are cash grants in exchange for availment of health care and education services. Pregnant mothers are required to seek pre- and post natal care. Children are required to comply with the complete immunization and vaccination requirements, and undergo regular medical and health check-ups. Families are to be given Php 500 monthly for 5 years, in exchange. Children aged 6-14 are expected to be in school and be present for at least 85% of the required school time. In exchange, families receive Php 300 per month per child up to 3 children. Thus, a beneficiary family will receive at least Php 800, if it has only 1 child and at most Php 1,400 if it has at least 3 children 0-14 years old.

The Department of Social Welfare and Development is the implementing agency, in collaboration with the local government units (LUGs). Different stakeholders at the level of the barangay and municipality/city are also mobilized.

The poorest barangays within the poorest municipalities are selected, presumably using other data like the Community-Based Monitoring System (CBMS), if available, or perhaps information from the different stakeholders, in case the former is not available across all barangays. One other crucial aspect is the so-called “supply-side assessment.” This phase looks at the availability of service facilities in the selected barangay—health centers, schools and the corresponding manpower. The LGUs should commit to sustaining the supply side. In case this is not possible, the barangay is disqualified from the program.

Beneficiary families are selected based on a proxy means test. A census is conducted in the selected barangays. Data is collected on type of housing (roof, walls, type of building), tenure status of house and lot, main water source, membership in insurance plans, presence of electricity and appliances (TV, VCD, refrigerator, washing machine, vehicles, etc.) The data undergoes a validation process, after which, it serves as input to a model that then computes the eligibility score of the beneficiary.

As the program is implemented, compliance of beneficiaries to the conditions is monitored. Two offenses will result in discontinuance of assistance. Apart from non-compliance to the health and education service availment, non-withdrawal of the cash grant for 2 months is considered an offense. The latter will be taken to mean that the family has no need for the cash.

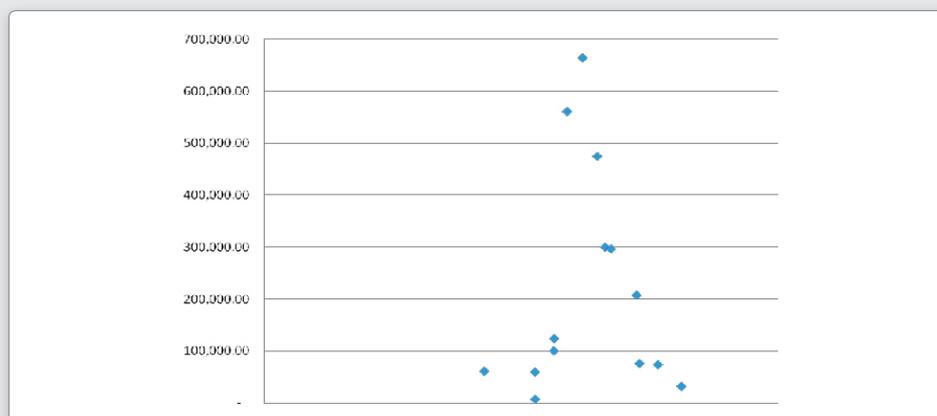
The cash grants are deposited to the accounts of the beneficiaries with the Land Bank of the Philippines (also opened under the program). Beneficiaries then need to go to LBP to withdraw the cash grant. Beneficiaries also need to avail of health care and education services at the centers of facilities.

Beneficiaries avail of the interventions by going to the “drop-off” points—LBP, Barangay Health Station, elementary school. There is a high cost of availing the cash grant since LBP branches are definitely in the urban centers and if targeting was done accurately, then the beneficiary family probably lives in some remote rural barangay. APPC (2004), in a survey of the poorest barangays, finds that transport fare going to the poblacion (town center) can be as high as Php1000. Availment of health care may not be too costly, given that there are Barangay Health Stations (BHS) in the barangay. However, the compliance certificate requires the signature of the Municipal Health Officer (MHO) who holds office in the poblacion. Of course, the MHO can just schedule a visit to the barangay, making it less costly for the beneficiary.

The Accelerated Hunger Mitigation Program

Hunger is the unfavorable outcome of food insecurity. There is, as yet, no official data on hunger. However, the Social Weather Station (SWS) has been monitoring data on involuntary hunger since 1998, on a quarterly basis. Respondents are asked whether they have experienced hunger and did not have anything to eat at least once during the 3 months prior to the conduct of the survey. Then, there is a follow-up question on the frequency of hunger experienced. If the answer is “a few times”, then this is classified as moderate hunger; if “often” or “always” then this is classified as severe. The incidence on self-rated hunger is disseminated quarterly. The figure below shows the trend.

Figure 3.3. Incidence of self-rated hunger, July 1998 – June 2008



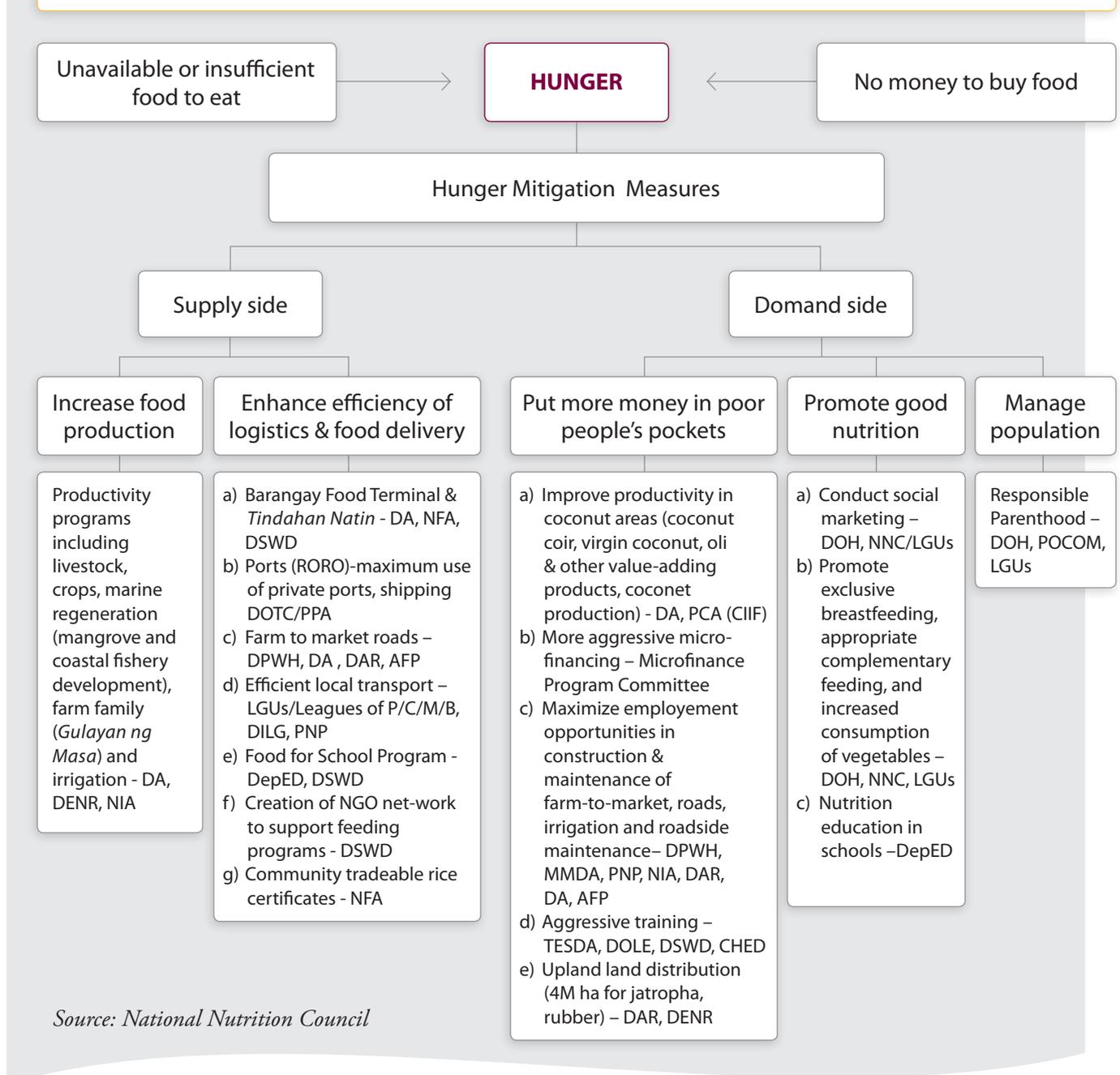
First, we should note that the trend is very volatile, although the pattern for the severe hunger is relatively “stable.” In other words, the trend in hunger incidence follows the trend in moderate hunger incidence. Second, there is an obvious upward trend beginning 2003. This is surprising considering that the economy and even the agriculture sector have been experiencing growth during this time—5.8% and 3.8% growth per annum, respectively.

The upward trend in the incidence of self-rated hunger did not go unnoticed. That there was hunger in the midst of plenty implies that growth has not been equitably distributed. At the start of 2007, government launched a comprehensive program, called the Accelerated Hunger Mitigation Program (AHMP). It is being implemented in 42 priority provinces, where these priority provinces have been identified following a nationwide survey that adopts the SWS questions on self-rated hunger.

The AHMP has a supply side strategy that is meant to (1) increase food production and (2) enhance the efficiency of logistics and food delivery. The interventions given under the first component are seed subsidies, technical assistance on intercropping coconut with corn, repair and rehabilitation of irrigation facilities. The second component established

Barangay Food Terminals (BFTs) in the depressed communities in Metro Manila and in key cities nationwide. These BFTs serve as food depots and are meant to provide a venue for farmers to sell their products directly to end-consumers. The *Tindahan Natin*, meanwhile are stores that sell low-priced basic commodities—rice, noodles, sugar and cooking oil. RO-RO ports and farm-to-market roads were also constructed.

Figure 3.4. AHMP framework



Source: National Nutrition Council

The Food for School Program (FSP) also falls under the second component. In 2007, a kilo of rice was given to some 2.6 million schoolchildren for 19 days. This falls way below the original target of 120 days. Coordination problems hounded the program and in most cases, resulted in additional workload for education personnel. Figure 3.4 shows the AHMP framework. This gives us an idea of the coordination necessary to implement the program. The words written in CAPS are the different agencies of government involved.

The demand side strategy of the AHMP has three components:(1) put more money in poor people's pockets (training, microfinance, upland land distribution), (2) promote good nutrition by educating people on the right kinds of

food for proper nutrition, and (3) manage population. The third component remains a thorny issue in the Philippines, being a predominantly Catholic country. The leadership of the Catholic Church, which exerts a major political influence, is strongly against artificial birth control methods. Any administration advocating these methods runs the risk of political backlash.

The AHMP as a Social Protection Mechanism

A little over a year into the implementation of the AHMP, the food crisis struck. This was to be AHMP's "test of fire". As it turns out, the program could not be mobilized to respond to an "emergency" situation. The institutional arrangements are simply too cumbersome and the interventions could not be expected to produce immediate results. But even when a longer term solution was requested to address the food situation, government offered another program altogether. It presented the F.I.E.L.D.S.³ We need to examine closely the features of AHMP that rendered it infeasible.

Organization and Delivery System

The AHMP is being directed by the National Nutrition Council (NNC). The NNC is the highest policy-making and coordinating body on nutrition. It has a Governing Board with the following membership:

- Secretary, Department of Health, Chairperson
- Secretary, Department of Agriculture, Vice-Chair
- Secretary, Department of the Interior and Local Government, Vice-Chair
- Secretary, Department of Budget and Management
- Secretary, Department of Education
- Secretary, Department of Labor and Employment
- Secretary, Department of Science and Technology
- Secretary, Department of Social Welfare and Development
- Secretary, Department of Trade and Industry
- Director-General, National Economic and Development Authority
- Three representatives from the private sector are appointed by the President of the Republic of the Philippines for a two year-term.

There are Nutrition Committees at the region, province, municipality and barangay. These are being chaired by the local chief executives; the NNC regional director chairs the Regional Nutrition Committee.

The leadership of NNC over AHMP is, in a way, in compliance with EO 472 that mandated NNC operations to be more client-oriented and to prioritize addressing hunger and malnutrition. The same EO re-constituted the membership of the Governing Board with the Secretary of the Department of Health as the chair of the NNC, and the Secretaries of the DA and DILG as vice-chairs.

EO 472 also authorized NNC to generate and mobilize resources, hence agencies other than the NNC membership can be included in its programs, e.g., DENR, DPWH, MMDA, NGOs, etc. There are many other agencies involved in the AHMP. The following table gives the mandate of these different agencies, as posted in their webpage and their role in the AHMP, as indicated in the framework.

3 F.I.E.L.D.S. stands for 6 areas of support to the rice sub-sector- Fertilizer, Irrigation, Education and extension, Loans, Dryers and postharvest facilities, and Seeds. It is a P 43.7B package of which the biggest component consists of credit to be extended to farmers, fisherfolk and other small rural borrowers.

Table 3.16. Mandate of agencies involved in the AHMP

AGENCY	MANDATE	AHMP COMPONENT
Department of Agriculture	to promote agricultural development growth	Productivity programs - livestock, crops, farm family Farm to market roads Improve productivity in coconut areas Maximize employment opportunities in construction and maintenance of FMR, irrigation and roadside maintenance
Department of Environment and Natural Resources	conservation, management, development and proper use of the country's environment and natural resources	Productivity programs – mangrove and coastal fishery development Upland land distribution
National Irrigation Administration	irrigation development	Irrigation development Maximize employment opportunities in construction and maintenance of FMR, irrigation and roadside maintenance
National Food Authority	food security of the country, stability of supply and price of the staple grain (rice)	Barangay Food Terminal, Tindahan Natin Community tradeable rice certificates
Department of Social Welfare and Development	provide social protection and promote the rights and welfare of the poor, vulnerable and the disadvantaged individual, families and communities	Tindahan Natin Food for school program Creation of NGO network to support feeding programs
Department of Transportation and Communication	provide the country with efficient, effective and secured transport and communication systems that are globally competitive, compliant with international standards and responsive to the changing times	Ports (RORO); maximum use of private ports, shipping
Philippine Ports Authority	establish, develop, regulate, manage and operate a rationalized national port system in support of trade and development	Ports (RORO); maximum use of private ports, shipping
Department of Public Works and Highways	provide and manage quality infrastructure facilities and services responsive to the needs of the Filipino people in the pursuit of national development objectives	Farm to market roads Maximize employment opportunities in construction and maintenance of FMR, irrigation and roadside maintenance
Department of Agrarian Reform	land tenure improvement and development of program beneficiaries	Farm to market roads Maximize employment opportunities in construction and maintenance of FMR, irrigation and roadside maintenance Upland land distribution
Department of Interior and Local Government	promote peace and order, ensure public safety, strengthen capability of local government units through active people's participation and a professionalized corps of civil servants	Efficient local transport
Local government units	smooth and efficient delivery of basic services	Efficient local transport Social marketing Promote exclusive breastfeeding appropriate complementary feeding and increased consumption of vegetables Responsible parenthood



Table 3.16. Mandate of agencies involved in the AHMP (cont.)

AGENCY	MANDATE	AHMP COMPONENT
Department of Education	provide quality basic education that is equitably accessible to all and lay the foundation for life-long learning and service for the common good	Food for school program Nutrition education in schools
Philippine Coconut Authority	partner with the coconut industry in the upliftment of the lives of the coconut farmers	Improve productivity in coconut areas
Metro Manila Development Authority	promote development of Metro Manila	Maximize employment opportunities in construction and maintenance of FMR, irrigation and roadside maintenance
Technical Education and Skills Development Authority	provide direction, policies, programs and standards towards quality technical education and skills development	Aggressive training
Department of Labor and Employment	promote gainful employment opportunities	Aggressive training
Commission on Higher Education	promote quality education; take appropriate steps to ensure that education shall be accessible to all; ensure and protect academic freedom for the continuing intellectual growth	Aggressive training
Population Commission	create a favourable and enabling policy environment for population	Responsible parenthood
National Anti-Poverty Commission	coordinating and advisory body that exercised oversight function in the implementation of the Social Reform Agenda and ensures that it is incorporated into the formulation of the national	
Department of Health	guarantee equitable, sustainable and quality health for all Filipinos especially the poor and to lead the quest for excellence on health	Conduct social marketing Promote exclusive breastfeeding appropriate complementary feeding and increased consumption of vegetables Responsible parenthood
Microfinance Program Committee		More aggressive micro-financing
National Nutrition Council	Formulate national food and nutritional policies & strategies	Social marketing Promote exclusive breastfeeding appropriate complementary feeding and increased consumption of vegetables

The agencies involved in the AHMP are regular agencies of government, with the possible exception of the Microfinance Program Committee. With respect to this component, the lines of responsibility are not clear.

The agencies curiously not indicated in the AHMP framework are the NEDA and DTI. NAPC is not explicitly included in the framework, but is given the role of monitoring and evaluation. The NEDA is the oversight agency looking after the macro-framework for development. DTI, meanwhile, is mandated to promote development in trade and industry. Recall that in the previous component, one of the results is that provinces located near rich provinces have lower hunger incidence. One explanation offered is that these provinces serve as a “magnet” for trade. There is competition, hence prices are favorable to consumers and there is bound to be a better marketing and distribution network. This has an implication for regional policy development, such that trading centers should be dispersed strategically across the country.

The AHMP is meant to be area-focused. Thus, in order to be efficient, the delivery mechanism should be decentralized. However, a number of agencies involved have already been devolved to LGUs. Meanwhile, the role of LGUs in the AHMP concerns social marketing, efficient local transport, population management, promotion of exclusive breastfeeding, complementary feeding and increased consumption of vegetables. In other words, LGUs are, themselves, implementers of some of the components. This could mean coordination problems for national government agencies and/or additional burden for the LGUs. Moreover, national line government agencies also have their original mandate to fulfill, therefore their program strategic areas may not coincide with the AHMP priority provinces.

Most of the components appear to correspond with the mandate of the agencies, with the possible exception of DepEd. As it turns out, DepEd is ill-equipped to handle the rice distribution component. Schools do not have the proper storage facilities for such stocks of rice. It also does not have the required space, manpower and implements for the retail distribution of rice to each student (on a daily basis). Some schools have resorted to distributing the rice on a weekly basis, effectively, transferring the burden of delivery to the student. On the other hand, the distribution network of the NFA apparently does not include the schools as “drop-off” points.

Package of Interventions

Upon close examination of the AHMP interventions, we observe that they do address the underlying and root causes of hunger, except for a major factor—shocks. As such, the program falls short of becoming a social protection mechanism. There is no program to mobilize and encourage saving. In fact, even the CCT discourages saving. There is no intervention to prolong the shelf-life of produce. There is also no program to improve inventory management. There is no micro-insurance program or other program to promote social insurance. Most especially, there is no program to lessen the likelihood of a shock.

Suggestions to Enhance Effectiveness of AHMP

Organization and Delivery System

The NNC has the structure necessary for the effective implementation of the AHMP. It has also piloted several delivery mechanisms and monitoring systems in the past that can be mobilized for the AHMP. It should utilize its decentralized structure to implement the AHMP, complete with decentralized processes for situational analysis, planning, implementation, monitoring and evaluation (SAPIME).

The Nutrition Committees at all levels should be activated as steering committees of AHMP. Following this, the LGUs will be given more prominent role. There is also a need to think of the private sector participation in the AHMP.

What is more important, though, is that the principles of good governance are observed:

- participation of interest groups
- accountability
- non-discrimination
- transparency
- human dignity
- empowerment, and
- rule of law

Package of Interventions

For instance, programs to increase productivity will necessarily require micro-level implementation, but those for marketing and distribution will need a macro-level management. It may also be the case that the package of interventions will differ across provinces, or even municipalities and barangays.

It is important that social protection mechanisms be included in the package of interventions. First, though, there should be a decentralized assessment of vulnerabilities as well as the existing institutions to address these. Previously, we have come up with a number of these factors that add to the vulnerability of the poor:

- Life-cycle (older heads of households, younger spouses who are less educated and have less work experience)
- Employment (sectors of employment have volatile output production, tenure of employment is less secure)
- Disasters
- Lack of insurance cover

The nonpoor should not be left out in the design of the social protection package, particularly, social insurance. For one thing, this group broadens the risk pool. For another, they can be charged the actuarially fair premium. These then improve the viability of the insurance fund.

Risk mitigation mechanisms are very important, particularly in the Philippines. These include flood control, erosion control, evacuation of disaster-prone areas, etc.

Savings mobilization and credit programs are necessary components of social protection. The education component, which presently concerns nutrition, should be expanded to include modules on financial literacy. Social capital should also be improved to a level where it can be tapped to facilitate the implementation of credit programs later on.

Capability-Building

In order to support the decentralized implementation of the AHMP, there should be data available at such levels of disaggregation. It may not be necessary for national statistical agencies to conduct the data collection, but there should be proper training of local statistics personnel. Meanwhile, official surveys can include a special module that can be used to evaluate impact of the program later on. This will ascribe importance to the program and impose accountability.

It is also important to devise a response protocol to a food price shock. This will necessarily be short-term, but immediate. There are research and operational issues involved. Edillon (2008) identifies some of the research agenda—definition of hunger, development of an early warning system, definition of a “food crisis”, determination of the transmission mechanism, and resolving the tradeoffs between short-term interventions and longer term repercussions.

- The way hunger is defined has implications to how it will be measured. Hunger is the undesirable outcome of food insecurity and requires an immediate but focused solution. Thus, the data should be timely but with sufficient degree of disaggregation.
- The way the FIVIMS is set up, it cannot be used to pinpoint the hungry individual. It is based on data that are available only as aggregates and are collected too infrequently. It is also important to focus on indicators of vulnerability—to life-cycle, income and/or price, natural calamity shocks.
- Based on the recent experience of the Philippines, a “food crisis” arose because of a sustained price increase of rice, the staple food. This definition should be further fine-tuned to include, at least, a comparator or benchmark (price increase of $y\%$, or price increase relative to y) and a time frame (sustained increase over 3 weeks), etc.
- The short-term response to a food crisis may be food. However, we do expect that some families will cope with the crisis by scrimping on other expenditure items. These will need to be identified.
- Interventions to address a crisis should not break down existing institutions, e.g., marketing network. One way to resolve this is to initiate the response mechanism with a declaration of a “food crisis” or a “food emergency”. There should also be a definite timeline involved. This will give the impression that the public intervention is extraordinary, but temporary.

3.4 Concluding Remarks

There is now some urgency being ascribed to social protection. We have seen how shocks emanating from the rest of world can send ripples to our country. Add to these our innate vulnerabilities—natural calamities, man-made disasters, etc. And there are those among us who are bound to face more shocks, either because their circumstances have pushed them to a situation where they need to face more risks in order to earn higher income, or because they cannot afford insurance cover, or both.

Strategies to protect the right to food go beyond food supply and income support, although these are necessary. They should include social protection strategies—those that mitigate the risks and/or cushion the impact of shocks if and when they occur. While we have all the necessary components for social protection, these have not been able to reach the most vulnerable. On the other hand, the program that is meant to reach the poorest, i.e., the most vulnerable, do not contain social protection mechanisms. The solution, therefore, is within reach.

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★ Annex I – Programs and Projects of National Government Agencies on Social Protection

CORE STRATEGY			CHAMPION AGENCY	PARTNER AGENCY	RESOURCE ALLOCATION	REMARKS	TARGETING MECHANISM
PROGRAM THRUST	FLAGSHIP PROGRAM/ PROJECT	PROGRAM COMPONENT/ SERVICES					
To address natural and man-made calamities							
<i>To mitigate risks</i>	Disaster Management	Data collection and dissemination regarding disasters and natural calamities.	DSWD	NDCC, AFP, DOH, other NGAs			event-conditioned
	Surveillance of and response to health emergencies as well as natural and man-made disasters	Monitoring of, responding to and management of disease/natural emergencies/ disasters	DOH-HEMS	NDCC, DSWD	GOP	continuing	event-conditioned
<i>To cushion the impact</i>	OFW Repatriation Program	To provide immediate relief to workers in distress.	OWWA	POEA	GOP	on-going	event-conditioned
	Calamity assistance program	Provide immediate assistance to areas, communities directly affected by calamities and disasters.	PCSO		PCSO	on-going	event-conditioned
	Rice and Corn Insurance, Livestock Insurance Operation, Other Insurance Lines Reinsurance	provision of insurance protection to the country's agricultural producers particularly the subsistence farmers.	PCIC	LBP	Internal: member contributions and reinsurance	on-going	farmers and livestock raisers nationwide, particularly those applying for agri loans with LBP
	Civic Action Program	rescue, relief, rehab operations, medical services, other community development projects	DND		GOP	continuing nationwide esp. during calamities	event-conditioned
	Disaster Response Activity	humanitarian relief and recovery assistance	DND		GOP variable amount	continuing nationwide esp. during calamities	event-conditioned
	Tulong Kapatid	humanitarian relief and recovery assistance; reconstruction of damaged structures, livelihood assistance	DND	NFA	GOP variable amount	continuing nationwide esp. during calamities	event-conditioned



CORE STRATEGY			CHAMPION AGENCY	PARTNER AGENCY	RESOURCE ALLOCATION	REMARKS	TARGETING MECHANISM
PROGRAM THRUST	FLAGSHIP PROGRAM/ PROJECT	PROGRAM COMPONENT/ SERVICES					
To address natural and man-made calamities							
<i>To cushion the impact</i>	Upgraded Insurance Project	upgrade insurance coverage from P5,000 to P10,000; expansion of coverage to 3.5M farmers from 900,000	DA		GOP	on-going nationwide	farmers and livestock raisers nationwide, particularly those applying for agri loans with LBP
	Resettlement Program	Expedite the rebuilding of social service network to meet the basic social service needs of resettled communities at the level they used to enjoy if not better.	NHA		GOP	continuing	event-conditioned, those displaced by public works projects
To address life-cycle shocks							
<i>To mitigate risks</i>	National TB Control Program	prevention/control of infectious disease	DOH		GOP	continuing	
	Malaria Control Program	prevention/control of deaths caused by malaria	DOH	LGUs	GOP P3.4M, other sources	continuing	
	Bantay Kalusugan-PCSO Primary Health Care Project	Provision of primary health care, laboratory services and medicines to indigent-member beneficiaries.	PCSO		PCSO	continuing	PhilHealth targeting
	Vocational rehabilitation of persons with disabilities	Provision of social and vocational rehabilitation programs and services to persons with disabilities by utilizing a center-based approach in rehabilitation. The centers provide integrated services such as social adjustment, vocational guidance and counseling, psychological, medical and dental, vocational training, job placement and administrative support.	DSWD		GOP	continuing	sel-targeing



CORE STRATEGY			CHAMPION AGENCY	PARTNER AGENCY	RESOURCE ALLOCATION	REMARKS	TARGETING MECHANISM
PROGRAM THRUST	FLAGSHIP PROGRAM/ PROJECT	PROGRAM COMPONENT/ SERVICES					
To address life-cycle shocks							
<i>To mitigate risks</i>	Child Health and Development 2025	Optimum health for all Filipino children in 2025 through the reduction of health risks, morbidity and mortality among children.	DOH		GOP, USAID	continuing	
	Women's Health and Development Program	Ensure the implementation of an integrated health program for women with reproductive health and gender and development perspectives.	DOH		GOP, foreign grants/loans	continuing	sel-targeting
	Health and Development of Older Persons	To promote a healthy and productive life for older people by providing the direction for the establishment of basic health services and infrastructure for older people by LG and NGAs	DOH		GOP	continuing	sel-targeting
	Registration of PWDs	registration of persons with disabilities nationwide	DOH	LGUs	GOP	on-going nationwide	
	Community Outreach Program	Undertaking free medical and dental missions in depressed areas within and outside Metro Manila	PCSO	PCSO charity clinics	PCSO proceeds	continuing in NCR, Sorsogon, Isabela	mix of geographical and self-targeting
<i>To cushion the impact</i>	Retirement (SS)	Cash benefit either as lump-sum or monthly pension	SSS		Internal: member and employer contributions	continuing	by membership
	Death (SS & EC)	Cash benefit either as lump-sum or monthly pension given to beneficiaries of the deceased.	SSS		Internal: member and employer contributions	continuing	by membership
	Disability (SS & EC)	A cash benefit given as lump-sum or monthly pension to a member who becomes permanently disabled	SSS		Internal: member and employer contributions	continuing	by membership



CORE STRATEGY			CHAMPION AGENCY	PARTNER AGENCY	RESOURCE ALLOCATION	REMARKS	TARGETING MECHANISM
PROGRAM THRUST	FLAGSHIP PROGRAM/ PROJECT	PROGRAM COMPONENT/ SERVICES					
To address life-cycle shocks							
<i>To cushion the impact</i>	Maternity (SS)	A daily cash allowance given to a female member who is unable to work due to childbirth or miscarriage.	SSS		Internal: member and employer contributions	continuing	by membership
	Sickness (SS & EC)	A daily cash allowance paid for the number of days a member is unable to work due to sickness or injury.	SSS		Internal: member and employer contributions	continuing	by membership
	Funeral (SS & EC)	Cash benefit given to beneficiaries of the deceased.	SSS		Internal: member and employer contributions	continuing	by membership
	National Health Insurance Program	The NHIP is part of the Health Sector Reform Agenda started during Estrada's term. Now it is incorporated in the coverage sites of the HSRA in selected provinces apart from the national program coverage.	PHIC	DOH, LGUs	internal member contributions	on-going nationwide;	
		Ensuring distribution of PhilHealth Cards to the intended beneficiaries	PHIC	PCSO, PAGCOR, PSF-OP, NAPC-NUPSC		on-going	PhilHealth targeting
	Enhanced PCSO Greater Medicare Access Program	provision of health insurance coverage to the poor communities and including granting of special premium contribution to LGUs (cities and 1st-3rd class municipalities with financial constraint).	PHIC, PCSO	PCSO, NGAs, NGOs, LGUs in mobilizing the poorest of the poor		on-going nationwide	PhilHealth targeting
	PhilHealth Sponsored Program	provision of health insurance coverage to indigents	PHIC, PCSO	PCSO, NGAs, NGOs, LGUs in mobilizing the poorest of the poor	standby fund of P1 billion for the enrollment of 5 million indigent family beneficiaries, of which P230 million has already been released.	on-going nationwide	PhilHealth targeting



CORE STRATEGY			CHAMPION AGENCY	PARTNER AGENCY	RESOURCE ALLOCATION	REMARKS	TARGETING MECHANISM
PROGRAM THRUST	FLAGSHIP PROGRAM/ PROJECT	PROGRAM COMPONENT/ SERVICES					
To address life-cycle shocks							
<i>To cushion the impact</i>	PCSO Greater Medicare Access Program for ARCs	access to quality and affordable health care for ARC beneficiaries	PHIC, PCSO	DLR, DOH, DSWD, DILG, LGUs	P1.02M GOP	on-going nationwide including 17 ARCs	mix of geographical targeting (ARC residents) and PhilHealth targeting
	Hospitalization Support Program	discounted hospitalization/ medical care for GSIS members and their dependents, gov't retirees	GSIS	DOH, Government Hospitals		on-going nationwide	by membership in GSIS
	Individually-paying Program	health insurance for the informal sector who are not within the ambit of formal institutions	PHIC		source of funds from the internal contributions of members	on-going nationwide	self-targeting
	Insurance and Health Care Benefits for OWWA members	provision of social protection to OFWs while on site.	OWWA		P73M GOP	on-going	OFW (documented)
	DOLE-SSS-PSBank Social Protection for the Informal Sector	SSS insurance	DOLE	SSS, PS Bank	GOP	on-going nationwide; 13,327 total enrolled as of Dec. 2004	self-targeting
	POGI Pilot Project/Paying Program, expanded to KASAPI (Kalusugang Sigurado at Abot-kaya sa PhilHealth Insurance	social insurance where coops are assigned as collecting agents of premiums payment for independent paying	SSS		SSS	assessment of results on going	members of coops and other organized groups
To address labor shocks							
<i>To mitigate the risks</i>	Programs for the out-of-school children, youth and adults: Basic Literacy Program, Basic Literacy thru Service Contracting Scheme Project, Basic Literacy Mobile Teacher Project, and Family Basic Literacy Project	The delivery of of literacy services/ intervention to illiterate and semi-illiterate out-of-school children, youth and adults are contracted by DECS to NGOs, private institutions, state universities and colleges with extension capacities, LGUs and government organizations.	DepEd	NGOs, LGUs	P6.5M GOP	on-going nationwide	



CORE STRATEGY			CHAMPION AGENCY	PARTNER AGENCY	RESOURCE ALLOCATION	REMARKS	TARGETING MECHANISM
PROGRAM THRUST	FLAGSHIP PROGRAM/ PROJECT	PROGRAM COMPONENT/ SERVICES					
To address labor shocks							
<i>To mitigate the risks</i>	Continuing Education Program	The learning system designed to provide a viable alternative to the existing formal education structure. It is intended to address the needs of the out-of-school youth and adults who could not avail of formal schooling.	DepEd		GOP		
	a. Non- formal education accreditation and equivalency system		DepEd		GOP		
	b. Balik-paaralan para sa out-of-school adult programs		DepEd		GOP		
	c. establishment and strengthening of community learning centers in the Philippines		DepEd		GOP		
	d. out of school children and youth development program		DepEd		GOP		
	e. community-based training and enterprise development		DepEd		GOP		
	f. Belgian integrated agrarian reform support program	Out-of-school youth, rural poor in BIARSP sites (Reg. VII, IX)	DLR		GOP, Belgium		ARCs
	Development of an indigenous people's core curriculum		DepEd		GOP		indigenous people
	Education and Training Benefits for OWWA members	Leadership and organizational capability and skills trainings as determined by the organization. To provide education and training benefits for OWWA-OFW members and their dependents	OWWA	TESDA, CHED, DOST, MTC	GOP	on-going	self-targeting
	Self-employment assistance-kaunlaran (SEA-K) – entrepreneurial skills development	community-based groups building, community self-reliance	DSWD	Micro-Finance Institutions	GOP (Php 1.06 B from 1993-2006)	K-CIDSS areas nationwide	eligibility criteria - low income, resident
	Women Workers Employment and Entrepreneurship Development Program	employment and skills training	DOLE - Bureau of Women and Young Workers	GOP	continuing		



CORE STRATEGY			CHAMPION AGENCY	PARTNER AGENCY	RESOURCE ALLOCATION	REMARKS	TARGETING MECHANISM
PROGRAM THRUST	FLAGSHIP PROGRAM/ PROJECT	PROGRAM COMPONENT/ SERVICES					
To address labor shocks							
<i>To mitigate the risks</i>	Work-at-Home Project	Programs to socially and economically integrate PWDs.	National Council for the Welfare of Disabled Persons	GOP	continuing		
<i>To cushion the impact</i>	Credit facility for livelihood of displaced workers and disadvantage workers	To provide livelihood assistance to displaced and disadvantaged workers.	PCFC	DOLE	GOP	on-going	event-conditioned
	OFW Reintegration Program: Livelihood Development Program for OFWs	To provide reintegration opportunities through entrepreneurial development services and credit facilities to OFWs, their families and organizations to improve their economic productivity and general welfare.	Overseas Workers Welfare Administration	National Livelihood Support Fund (NLSF)	GOP P1M revolving fund	on-going	event-conditioned
	Training and re-training programs	Technical, vocational and various types of training for displaced and unemployed workers. (Aldaba, 2004)	TESDA		GOP	on-going	event-conditioned
	Rural Employment	Public infrastructure projects usually employ local workers of the project site. This scheme is seen as an income-support program that provides alternative source of incomes especially of rural workers during the non-planting, non-harvest months.	DPWH	LGUs	GOP	continuing	public works project sites
	Emergency Loan Assistance	Emergency loan assistance- grant of a one-time loan package to all GSIS active members as financial assistance particularly to help defray tuition fees of their dependents.	GSIS		GSIS internal	continuing	by membership



CORE STRATEGY			CHAMPION AGENCY	PARTNER AGENCY	RESOURCE ALLOCATION	REMARKS	TARGETING MECHANISM
PROGRAM THRUST	FLAGSHIP PROGRAM/ PROJECT	PROGRAM COMPONENT/ SERVICES					
To address labor shocks							
<i>To cushion the impact</i>	Coconut Farmers Safety Net Program	Designed within the framework of KALAHI. It aims to provide employment and livelihood as well as social protection and security among the rural poor. The PCA has gone into a tripartite agreement with the UCPB-CIIF and Development Corp. and the CIIF Oil Mills Group to expedite the implementation of the CFSNP.	PhilCOA	UCPB-CIIF, Coconut farmers cooperatives		P 74.7 million has been released for relending and financing of livelihood projects. P 56.4 million has been released for microfinancing	members of coconut farmers's cooperatives
	Salary Loan	Salary loan-loan granted to a member equivalent to one month to a maximum of eight months depending on the years of service in government.	GSIS		internal source from member contributors	on-going nationwide	by membership
	Credit facility for livelihood of displaced workers and disadvantage workers	livelihood assistance to displaced and disadvantaged workers.	PCFC	DOLE	PCFC	continuing; established in 2002	
	Employees Compensation Program	social protection - income benefits due to injury, disability or death	DOLE		GOP	on-going nationwide	event-conditioned, among workers in the formal sector
	Assistance to Displaced Workers & Prevention from Job Loss	safety nets to employment - temporary employment, skills training/upgrading program	DOLE				self-targeting
To address price shocks							
<i>To mitigate risks</i>	Accelerated Hunger Mitigation Program (supply-side strategies)	increase food production and enhance efficiency of logistics and food delivery	DA, DENR, NFA, DSWD, DOTC/PPA DPWH, AFP, DepEd, DILG	NNC	GOP (Php 900 million)	P1,P2 and P3 areas	geographic targeting based on NSCB list and SAE
	F.I.E.L.D.S	fertilizer, irrigation, extension and education, loans, dryers and postharvest facilities, seeds	DA, LGUs, DILG, PPA	DA	GOP, Php 43.6 billion	clustering approach, 19000 clusters covering at least 50 hectares each	initially in 49 provinces



CORE STRATEGY			CHAMPION AGENCY	PARTNER AGENCY	RESOURCE ALLOCATION	REMARKS	TARGETING MECHANISM
PROGRAM THRUST	FLAGSHIP PROGRAM/ PROJECT	PROGRAM COMPONENT/ SERVICES					
To address price shocks							
<i>To cushion the impact</i>	Distribution of subsidized NFA rice through: TRDP stores, Tindahan ni Gloria, Bigasan ni Gloria, accreditation of individual retailers	Targeted Rice Distribution for poorest families below the food threshold (P1.3 billion) and for coconut farmers below threshold (P1.3 billion)	NFA		GOP	on-going nationwide	before, self-targeting; currently provided to those with Family Access Cards; must have monthly family income less than Php 5k
	Basic Commodities Access	lower-priced basic goods for coco farmers, distribution mechanism	DA	NFA	GOP	on-going nationwide	members of coconut farmers' cooperatives
	Gamot na Mabisa at Abot Kaya (GMA 50) Project	To make medicines affordable to the poor.	PCSO	Phil. International Trading Corp, NFA	GOP, PCSO P100M	continuing; P45M released	self-targeting
	PCSO-NHA Kapalaran Housing Program	To provide subsidized housing for the poor.	NHA	PCSO	GOP, PCSO funds	continuing, released P543.4M since 1995	self-targeting
	Fuel price subsidy for jeepney drivers	provides P1/liter discount on diesel fuel; to be increased to P2/liter	LTFRB, oil companies	LTFRB	GOP	continuing	self-targeting
	Accelerated Hunger Mitigation Program (demand side strategies)	to put more money in poor people's pockets, promote good nutrition, manage population	DA, PCA, DPWH, MMDA, PNP, NIA, DAR, TESDA, DOLE, AFP, DSWD, CHED, DENR, DOH, NNC, LGU, POPCOM	NNC	GOP, P 100 m	continuing in P1,P2 and P3 areas	geographic targeting based on NSCB list and SAE
	Interest-free loan for engine conversion	provides interest-free loan for conversion of engines to LPG or CNG	DOE, DOTC,DTI, DOST, DBP, PBB	DOE	GOP, Php 1b	for implemnetation	self-targeting
	Student Assistance Fund for Education	scholarship, interest-free loan	CHED	CHED	P 500m for scholarships, P500 m for loans	continuing	annual family income less than P120k
	Pantawid Kuryente: Katas ng VAT	Provides one-time payment of Php 500 to lifeline electricity consumers	DSWD, LBP	DSWD	GOP, Php 2b	ongoing, NCR	those with consumption less than 100 kwh; self-targeting



CORE STRATEGY			CHAMPION AGENCY	PARTNER AGENCY	RESOURCE ALLOCATION	REMARKS	TARGETING MECHANISM
PROGRAM THRUST	FLAGSHIP PROGRAM/ PROJECT	PROGRAM COMPONENT/ SERVICES					
Other special projects							
	Kapit-Bisig Laban sa Kahirapan- Comprehensive Integrated Delivery of Social Services (Kalahi-CIDSS)	The project will assist the Government of the Philippines strengthen local capacity to design, implement and manage development activities. Such activities may include basic infrastructure like new or rehabilitated roads and bridges, barangay schools and health stations, water supply and sanitation facilities. Communities prioritize their development needs, design activities, seek technical expertise and make informed choices on how resources are used for sustainable poverty reduction.	DSWD	NGAs, LGUs	World Bank, Loan amount: US100 M. PCSO	nationwide 5,300 poor barangays in 193 municipalities in 40 of the poorest provinces; 283 community-based projects and other support activities were funded and implemented; project duration: Dec. 2002 - Jun 2009.	poorest quartile municipalities in poorest 40 provinces; poorest provinces based on NSCB ranking; poorest municipals based on screening model developed by APPC
	Pantawid Pamilyang Pilipino Program (4P, Conditional Cash Transfer	Provides cash of P800 to P1400 a month for 5 years in exchange for school attendance and regular health checkup	DSWD, DOH, LGU, DepEd, NAPC	DSWD	GOP, P5b per year	pre-pilot covered 6000 hh; next stage will cover 300,000 hh	3-stage targeting: NSCB ranking for the poorest provinces, SAE for the poorest municipalities, proxy means test for the the poorest hh
To address welfare of children							
	Sagip Kalinga	Surveillance and rescue children, adult and family; shelter and care assistance and referrals			P4.5M GOP	continuing nationwide	event-conditioned



CORE STRATEGY			CHAMPION AGENCY	PARTNER AGENCY	RESOURCE ALLOCATION	REMARKS	TARGETING MECHANISM
PROGRAM THRUST	FLAGSHIP PROGRAM/ PROJECT	PROGRAM COMPONENT/ SERVICES					
To address welfare of children							
	Sagip Batang Manggagawa	An inter-agency quick reaction mechanism that intends to respond to abject cases of child labor. The inter-agency structure's role is focused on detecting, monitoring and rescuing child laborers in 'hazardous and exploitative conditions' that include bonded labor, commercial sexual abuse, trafficking, mining and quarrying, under subcontract agreements, etc.	DOLE - BWYW		GOP	continuing	event-conditioned
	National Family Violence Prevention Program	Training and technical assistance, strengthening support groups (family group conference)	P4M NZAID	continuing region II, III, IV, V, VII, X			
	National Program Against Child Labor	community-based rescue, recover and integration children engage in hazardous occupation	DOLE		Foreign assisted	continuing nationwide	event-conditioned
	Protective Services of Persons in Especially Difficult Circumstances	social services, homelife, vocational training, livelihood assistance, psychosocial/ medical services, para legal assistance, job placement, foster care, adoption, immersion outreach program, government internship	DSWD		P331.5M UNICEF, GOP	on-going nationwide, non-residency only available in regions I, VII, IX, XII, NCR	
	Street and Urban Working Children Project	Policy and Planning, Social Services, Livelihood Assistance, and Project Management for street and child labor.	DILG		Australian Government P289.53M; GOP P45.69M	continuing in key cities	

Note: Classification of programs/projects is the author's judgment.

Source of Basic Information: National Anti-Poverty Commission, 2005