

del Valle, Edwin; Reyes, Celia M.

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Philippine Institute for Development Studies

## Poverty Alleviation and Equity Promotion

*Celia M. Reyes and Edwin A. del Valle*

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For comments, suggestions or further inquiries please contact:

**The Research Information Staff**, Philippine Institute for Development Studies

3rd Floor, NEDA sa Makati Building, 106 Amorsolo Street, Legaspi Village, Makati City, Philippines

Tel Nos: 8924059 and 8935705; Fax No: 8939589; E-mail: [publications@pidsnet.pids.gov.ph](mailto:publications@pidsnet.pids.gov.ph)

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## POVERTY ALLEVIATION AND EQUITY PROMOTION

Celia M. Reyes and Edwin A. Del Valle\*

### I. SITUATIONER

The economic growth experienced by the Philippines under the Ramos presidency has been characterized in not a few instances as significant, sustainable and broad-based. Indeed, macroeconomic indicators for the period 1993-1997 show that there have been improvements in the different aspects of our economic life as a nation compared to the period 1986-1992 (Table 1). Ironically, this same episode of growth has sharpened the focus on how the poor have fared amid the recorded surges in investments and output, lower inflation, fiscal surpluses and -- until recently -- historic stock market runs.

#### *Key Measurable Targets*

With the 1987-1992 Medium Term Philippine Development Plan, the Aquino government was first to adopt an official poverty line and to set a poverty incidence reduction target. The Plan's objectives included alleviating poverty, generating productive employment, promoting equity and social justice and attaining sustainable economic growth.

In December 1992 or six months into the Ramos Administration, the Medium-Term Philippine Development Plan: 1993-1998 (MTPDP) was formulated as the basis for all development activities of the new government. Integral in this plan was the pursuit of human development. The plan seeks to enable the majority of the population to meet their minimum basic needs. The major policies and strategies to alleviate poverty are the following: (1) promote sustained growth in incomes and employment among the poor; (2) provide safety nets for displacements arising from structural adjustments; (3) ensure effective response to natural and man-made calamities and disasters; and (4) direct public resources and efforts towards basic social services, disadvantaged regions and specific groups of the poor. The targets for this sector are outlined in Table 2.

In 1995, the Plan was revised to account for goals accomplished midway into the President's term. By then, the level of progress across various human development indicators has not been even. Some sectors posted progress below their expected potential. Likewise, the government recognized the risks posed by a high population growth, rapid urbanization and institutional challenges to service delivery as well as

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\* Research Fellow and Research Associate of PIDS. Ma. Ellen Leilani V. Javier and Marie Anne T. Cagas provided excellent research assistance.

by economic restructuring and changes in the sociopolitical environment. To incorporate these concerns, the Updated MTPDP was adopted. In the current plan, poverty reduction is seen as crucial to realizing the goal of Philippines 2000.

Employment generation is seen as the key to increasing incomes and alleviating poverty. The Social Reform Agenda (SRA) is the government's safety net and poverty alleviation program that is subsector/clientele-specific. Targeted as beneficiaries of the program are not only the poor but also the children and the youth, senior citizens, overseas workers, persons with disabilities, indigenous, cultural communities and victims of natural calamities.

### *Selected Human Development Indicators*

On the whole, data show that the Philippines experienced improvements in some key human development indicators. From 1986 to 1995, for example, life expectancy rose from an average of 63.4 years to 69.1 years. This represents a marked improvement in the general health condition of the population.

Malnutrition among children six years old and below likewise declined from 1992 to 1996. For underweight children, the prevalence went down from 9.9 to 8.4 percent. For stunted children, the rate went down from 8.2 to 5.6 percent. However, there was deterioration for wasted children as the prevalence rate increased from 5.5 to 6.2 percent. The prevalence rates for all three groups during the period were higher in rural areas than in urban areas although both exhibited the same trend. Data also show that, as of 1993, first degree malnutrition is higher for children 0 to 6 years old compared to children 7 to 10 years old while the opposite is true for third degree malnutrition.

From 1986 to 1994, the country's crude death rate went down from 6 to 5 per 1,000 population. For the same period, the number of deaths resulting from pneumonia -- the reported number one cause of mortality -- also went down by 31 percent from 52,888 cases to 36,626 cases. Exhibiting the same positive trend, and in a more dramatic scale, infant mortality declined from 63 to 47 per 1,000 live births for the decade 1986-96.

### *International Comparison*

Despite these improvements in key areas, a comparison among five ASEAN countries shows that the Philippines ranked only 4<sup>th</sup> overall in terms of selected human development indicators (Tables 3 and 4). The country fared poorly in terms of life expectancy, low birth weight infants, crude death rate, infant mortality, employment, and access to sanitary toilet facilities. It however ranked first in adult literacy, mean years of schooling, and growth of earnings per employee.

### *Poverty*

From 1985 to 1994, *poverty incidence* in the Philippines declined from 44.2 percent to 35.5 percent of families and from 49.3 percent to 40.6 percent of the

population (Tables 5 and 6). The downward trend continued as it reached 32.1 percent in 1997. Similarly, the *subsistence incidence* in the country -- otherwise known as the *core poor* -- went down from 24.4 percent to 18.1 percent of families and from 28.5 percent to 21.8 percent of the total population (Tables 7 and 8). The subsistence incidence of the population for 1997 is estimated at 16.5 percent. The latter measure refers to the proportion of families (or of individuals) unable to meet their basic food requirements. Data also show however that the ranks of the poor actually expanded by 4.5 percent from 4,355,052 families in 1985 to 4,553,387 at the end of the period even as the number of families living below the subsistence threshold fell from 2,403,195 to 2,303,168 (Tables 9 and 10).

Poverty reduction was higher in urban areas -- specifically Metro Manila -- than in rural areas. This may be attributed to the long-held view of a strong policy bias for the national capital to the detriment of outlying areas. Among the regions, substantial improvement was observed in Central and Eastern Visayas while *poverty deepening* was recorded in Ilocos and Central Mindanao.

The *poverty gap ratio* which measures the inadequacy of family income relative to the poverty threshold also improved -- although minimally -- from 37.0 percent in 1991 to 35.8 percent in 1994. This means that poor families were, on average, better off in 1994 than they were in 1991.

### *Income Distribution*

Over the past decade, there was a marked deterioration in the distribution of the country's wealth (Table 11). During the 12-year period beginning 1985, the wealthiest quintile of families exhibited an increase in its income share while the other quintiles suffered income share reductions. The income share of the poorest quintile fell from 5.2 percent in 1985 to 4.9 percent in 1994 before reaching 4.4 percent in 1997. Likewise, the next poorest quintile saw its income share going down from 9.1 percent in 1985 to 8.8 percent in 1994 before plummeting to 7.7 percent in 1997. Conversely, the share of the wealthiest income group improved from 52.1 percent in 1985 to 55.8 percent in 1997 (although this fell twice -- in 1988 and 1994 -- before rebounding in 1991 and 1997). These trends for the 3 poorest quintiles were complete reversals of the improvements registered from 1991 to 1994.

Ironically, this deterioration during the past decade replaced the inertia which suffused the income distribution picture since 1961. From that time until the mid-1980s, there were very small movements in the income shares of the different income groups. During this period of relatively stable inequality, the share of the richest income group remained substantially large while that of the poorest income group remained substantially small.

Table 12 shows the movement of the gini coefficient over time. The gini ratio is a measure of income inequality with a value close to 1 indicating a high degree of inequality while a value close to zero indicates a high degree of equality. Since 1961, except for 1988-91, the gini has been on a slow but steady decline. From 1994 to

1997, however, the gini worsened significantly from 0.451 to 0.496. This latest figure is the highest registered for 3 and a half decades.

In 1985, the average income of a family belong to the wealthiest decile was 18 times the income of a family belonging to the poorest decile (Table 13). In 1997, this went up to 24. In terms of spatial income disparity, the same trend is observed as the ratio of average family income in the wealthiest region to the average family income in the poorest region also increased from 3.2 in 1985 to 3.6 in 1997 (Table 14).

### *Profile of the Poor*

As of this writing, only preliminary figures from the 1997 FIES are available (see Box 1). The discussion below relies mainly on FIES results for 1994.

Table 15 presents the average characteristics of poor families belonging to the bottom 30 percent of all families. In 1994, the typical poor family is a nuclear family headed by a 46-year old married male with 4 children. The poor family typically earns 30 percent of the income of a non-poor family.<sup>1</sup> Approximately 64 percent of the household's expenditures goes to food which consists largely of cereal and fish. This compares with the 45 percent food expenditure of the average non-poor household whose consumption usually consists of cereal, meat and fish.

One-half of the total number of families live in the rural areas. However, two-thirds of the poor are in the rural areas.

Thirty-one percent of poor household heads are elementary graduates while 11.3 percent are high school graduates. Thirty-six percent have not finished elementary while 11 percent failed to finish high school. Eight percent have had no schooling at all.

Thirty-three percent of poor households rely mainly on crop farming and gardening for their income. Twenty-two percent rely on wages from employment in non-agricultural industries while 15.2 percent rely on wages from employment in agricultural industries. Seven percent rely on fishing while 4.4 percent rely on cash receipts, support, assistance and relief from domestic sources.

For their water supply, 23.8 percent of poor families share a tubed or piped well with other families. Twenty-three percent share a faucet with other families while 19.2 percent rely on dug wells. Fifteen percent rely on a spring, river or stream while 11.2 percent have their own tubed or piped well. Seven percent have their own faucets.

Thirty-five percent of poor families have water-sealed toilets, 20.4 percent have closed-pit toilets, 17.8 percent have open-pit toilets and 22.7 percent have no toilet facilities at all.

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<sup>1</sup> On average, P 32,664 per year for those belonging in the bottom 30 percent and P 102,444 for those belonging in the upper 70 percent of households.

In some respects, the poor family is similar to the non-poor. The poor family typically has 2 employed members with the wife unemployed -- characteristics shared by a non-poor family. Both types of families also own or exhibit ownership-like possession of a house and lot (most probably a single unit), own a radio but not a vtr, stereo, or refrigerator and certainly not a freezer, airconditioner or a car.

**Box 1. Some Preliminary Results from the 1997 Family Income and Expenditures Survey  
(as of July 20, 1998)**

Total family income in 1997 was estimated at P1.758 trillion increasing by 65.8 percent over the P1.061 trillion in 1994. This is equivalent to an annual growth of 18.3 percent. Adjusting for the 23.1 percent inflation (computed from the consumer price index between 1994 and 1997), total family income grew by 34.6 percent. This corresponds to an average increase of 10.4 percent per year.

Average income of families reached P123,881 in 1997 rising by 49.0 percent from the 1994 level of P83,161. This is equivalent to an annual growth of 14.2 percent. In real terms, this corresponds to an increase of 6.6 percent each year.

The growth of average family income was higher for urban areas (58.7 percent) than for rural areas (37.2 percent). Regionwise, all areas exhibited increases in average income both at current and at constant 1988 prices.

While average income showed a significant increase, the income decile distribution showed decreasing income shares of families from the first to the ninth decile. Only families belonging to the richest group, i.e., the tenth decile, registered an increase of 4.2 percentage points in their income share.

Even then, average incomes of families from the first to the tenth decile increased between 1994 and 1997 but those in the higher decile groups yielded higher gains.

The Gini coefficient rose from 0.4507 in 1994 to 0.4960 in 1997 which indicates a deterioration in income distribution.

In 1994, the average income of families belonging to the 10th decile was about 19 times higher than the average income of families in the first decile. In 1997, this increased to 23.8.

The share of wages and salaries to total family income rose minimally from 44.0 percent in 1994 to 45.2 percent in 1997. Wages and salaries from non-agricultural sources increased from 40.0 percent to 42.1 percent while wages and salaries from the agriculture sector went down from 4.0 percent to 3.0 percent.

The share of entrepreneurial activities to total income decreased from 27.7 percent in 1994 to 26.7 percent in 1997. Income from other sources (which includes cash receipts from abroad and from domestic sources, family sustenance activities, net share of crops, and other sources of income) also decreased from 28.3 percent to 28.1 percent of total family income.

*Source : National Statistics Office*

### *Remarks on the Profile of the Poor*

Poor households continue to be slightly bigger in size relative to the non-poor. While 6 members typically comprise a poor family, a non-poor household is usually of size 5. Even then, the proportion of families of an extended family type is lower for the poor than the non-poor.<sup>2</sup> For both cases, extended families are more prevalent in urban areas than in rural areas.

Poverty incidence was also recorded to be lower for female-headed households. This may be evidence of an improved situation for women in general as 1994 data show that widows accounted for 80 percent of all poor (female) household heads but only 59 percent of all non-poor household heads. Nevertheless, the incidence of female-headed poor households has risen from 8.6 percent in 1991 to 10 percent in 1994. The proportion of female-headed non-poor households also increased but the change was smaller -- from 16.6 to 17.3 percent.

The head of a typical poor household is younger than his non-poor counterpart (49 years old). Nevertheless, the average ages of both the poor and non-poor household heads were higher in 1994 than in 1991. For the poor household, the average age of the family head rose from 44 to 46 while for his non-poor counterpart, it rose from 48 to 49. This may be evidence of delayed forays into marriage by both poor and non-poor individuals.

Unemployment of the household head is also more likely for the non-poor than the poor (as of 1994, 17.6 percent and 8.2 percent respectively). Moreover, compared to 1991, the increase in the unemployment rate was higher for the non-poor than the poor.

The proportion of poor families residing in rural areas likewise increased from 60.1 percent (of families belonging to the bottom 3 deciles) in 1991 to 66.7 percent in 1994 as the proportion of non-poor families living in urban areas rose from 53.7 percent to 56.9 percent.

From 1991 to 1994, the proportion of the poor families whose house had strong roofing went down from 26.8 percent to 24.6 percent. The proportion of poor families whose house had strong walls also declined from 24.7 percent to 22.3 percent.

The proportion of families belonging to the poorest 30 percent who used light materials for walls declined substantially from 56.6 percent to 49.1 percent. For the upper 70 percent, the proportion declined from 31.5 percent to 28.3 percent. For makeshift materials, it declined from 2.5 percent to 2.3 percent. Meanwhile, increases were observed for poor families whose houses had roofs or walls made from mixed materials (either predominantly strong or predominantly light, although the increases were more marked for predominantly light materials).

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<sup>2</sup> 16.6 percent and 22.0 percent respectively.



From 1991 to 1994, the proportion of poor families who had access to a faucet, whether owned or shared, rose minimally from 28.8 percent to 29.2 percent. Those who had access to sanitary toilet facilities also increased from 54.9 to 55.7 percent while those who had access to electricity rose – likewise minimally – from 35.4 percent to 36.3 percent.

We also see that poverty incidence remains highest among household heads working in the agricultural sector (55.9 percent). Although this represents some improvement over 1991 when poverty incidence of this particular group stood at 57.7 percent, its share in the total poor actually increased from 69.2 percent to 72.1 percent over the same period.

Likewise, we see that in 1994 the proportion of income of the poor which comes from cash, gifts or other forms of assistance from abroad is smaller (19.7 percent) compared to the non-poor (28.8 percent). This may be explained by the fact that the poor generally are less skilled than their non-poor counterparts hence they end up with lower-paying jobs regardless of whether they work domestically or abroad.

Based on these data, it is apparent that the major unmet needs of the poor are: (1) productive employment, (2) access to quality education, (3) access to basic health services, and (4) access to potable water, sanitation facilities and electricity.

## **II. IMPACT OF MAJOR POLICY REFORMS**

To attain sustained economic growth, major policy reforms have been implemented during the past ten years. Some of these policy reforms may have effects on equity, intended or unintended.

### **Fiscal Reform**

The study by Manasan (1990) shows that the poor have benefited more than the non-poor from the tax reforms implemented during 1986-1988. The income tax reform led to more progressive tax rates. She also showed that the value-added tax (VAT) was slightly more progressive than the sales/turnover tax it replaced.

The recently passed Comprehensive Tax Reform Program (CTRP) provided for higher exemption levels for individuals. This provision, among others, is expected to reduce the tax burden on the poor.

### **Tariff Reform**

Preliminary simulation by Cororaton (1997) shows that the poor gained more than the non-poor from the tariff reform program implemented from 1986-1992. The bottom 60% of the households experienced increases in income shares, while the top 40% had declines in their income shares.

### **Foreign Exchange Liberalization**

Preliminary results of Yap (1997) indicate that the foreign exchange liberalization led to higher economic growth and deterioration in income distribution.

### **Deregulation**

Compared to the pre-deregulation period, current prices of petroleum products are higher except for kerosene and avturbo. The partial oil deregulation on August 14, 1996 eliminated the cross-subsidization across petroleum products, although the new tax structure reflects bias in favor of LPG, kerosene and diesel, products that are used mainly by the poor.

### **Infrastructure**

Serafica (chapter on Infrastructure) notes that there is unequal regional distribution of economic infrastructure, with the higher-income regions, particularly NCR, receiving a greater share of the infrastructure facilities. Citing Balisacan (1995), she mentioned that narrowing the infrastructure gap between the regions alleviate both the poverty levels and the poverty gap in the country.

## **III. KEY DEVELOPMENT: THE SOCIAL REFORM AGENDA**

### *Definition*

Various Philippine presidencies have made combating poverty a "major concern" of the national government. What differentiates current efforts from previous attempts, however, is that the Ramos administration has sought to institutionalize meaningful people participation and has endeavored to unify all direct anti-poverty programs under one umbrella -- the Social Reform Agenda (SRA). The SRA is the package of government interventions aimed at integrating society's disadvantaged groups into the political and economic mainstream. It was formulated initially to address the minimum basic needs of people living in 19 priority provinces.<sup>3</sup> It operationalizes the government's human development goals embodied in the Medium Term Philippine Development Plan (MTPDP) for 1993-98. It is the consolidation of all efforts by the different levels of the bureaucracy in addressing poverty. It is also the product of the direct and constant participation of disadvantaged sectors in the formulation of specific goals and projects.

### *Context*

The integrating mechanism for all socio-economic reforms and human development initiatives under the Ramos administration is the MTPDP. The MTPDP

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<sup>3</sup> The 19 priority provinces became 20 with the division of Kalinga Apayao.

in turn is based on the vision of Philippines 2000.<sup>4</sup> The SRA is one of six structures and fora through which the government forged partnerships with NGOs to address the various dimensions of this vision.<sup>5</sup> The five other structures are: (a) the National Unification Commission's conferences on the peace process, (b) the Presidential Commission to Fight Poverty's consultations on poverty and the MBN, (c) the Gathering for Human and Ecological Security, (d) the Philippine Agenda 21 which determines the local applications of Philippine Commitments to the Earth summit in Rio de Janeiro and (e) the various others summits sponsored by the national government.

### *History*

In June 1994, the President convened the People Empowerment Caucus to launch the integration of the basic sectors' agenda and the government's corresponding programs to address their concerns into a unified framework that is the SRA. This basic sectors' agenda is the product of a series of dialogues between representatives of the Executive and the Legislature with the basic sectors held from September 1993 to mid-1994.

During the Social Reform Summit in September 1994, the government adopted the SRA as its "covenant for reform" with the basic sectors. In preparation for this summit, several consultations were held in which commitments for nine identified flagship programs were translated into measurable plans of operations.<sup>6</sup>

Right after the summit, the localization of the SRA proceeded in the priority provinces. This meant that only those components of the Agenda that relate to the needs of a province's constituents were to be adopted. The main strategy for localizing SRA was *convergence* or the focusing and synchronization of the delivery of programs and resources to priority areas and target groups. Line agencies in the different provinces were thus supposed to ensure the complementation of their projects. Table 16 presents the minimum basic needs (MBN) and basic reform commitments (BRC) indicators being used in the operationalization of this convergence policy.

In March 1996, a National Anti-Poverty Summit was called by the President during which the SRA was adopted as the Integrated National Action Agenda on Anti-Poverty. The initial geographical coverage of the SRA was also expanded.<sup>7</sup> Initially, the coverage of the SRA was limited to the following provinces: Kalinga Apayao (before the division), Abra, Benguet, Ifugao, Mountain Province, Batanes, Aurora, Romblon, Masbate, Antique, Guimaras, Eastern Samar, Biliran, Southern Leyte, Basilan, Agusan del Sur, Surigao del Sur, Sulu, and Tawi-Tawi. These

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<sup>4</sup> Philippines 2000 sees the country as "a God-centered, people-empowered national community where the least among (the people) has the decent minimum of food, clothing, shelter and dignity, and the chance to make his or her life the fullest it can be".

<sup>5</sup> Source : pp. 59-60, *Major Policy Directives in the Implementation of the Social Reform Agenda*.

<sup>6</sup> Flagship Master Plans of Operations (FMPOs) and a draft Comprehensive Master Plan of Operations for the SRA.

<sup>7</sup> National Anti-Poverty Summit Resolution No.4

provinces were chosen by President Ramos with the help of the following criteria: poverty incidence, existence of armed conflict, isolation and special development needs requiring so-called “tailor-made” interventions for a large concentration of basic sectors.

The SRA is now being implemented nationwide with emphasis on the following areas : Autonomous Region for Muslim Mindanao (ARMM); the original 20 priority provinces; 5th and 6th class municipalities in all provinces<sup>8</sup>; and all convergence sites.<sup>9</sup>

The SRA’s macro poverty reduction target is to bring absolute poverty down from 39.9 percent in 1991 to 30 percent by 1998.<sup>10</sup> It aims to achieve this by prioritizing doable and high social impact programs of government as flagship programs.

### Major Features

**Target Beneficiaries.** The target beneficiaries of the SRA are the farmers and landless agricultural workers in agrarian reform communities, fisherfolk in coastal communities in priority bays and lakes, indigenous peoples in certificate of ancestral domain claim areas, urban poor in urban areas, resettlement areas and growth centers, workers in the informal sector in all convergence areas, women in specially difficult circumstances, disadvantaged children and youth, persons with disabilities, senior citizens, and victims of disasters and natural calamities.

The SRA also focuses on convergence sites that are viewed as catch basins of SRA initiatives. These areas are: agrarian reform communities (ARCs), coastal communities of priority bays and lakes (PBL), certificate of ancestral domain claim (CADC) areas, urban areas, resettlement areas and growth centers (UARGC), disaster victim resettlement sites (DVR), and comprehensive and integrated delivery of social services (CIDSS) areas.<sup>11</sup>

**Flagship Programs.** Acknowledging that the different marginalized sectors face different problems, the government has implemented nine flagship programs that serve as its core commitments to these sectors. The flagship programs are those on (1) agricultural development, (2) fisheries and aquatic resources management, (3) ancestral domains, (4) socialized housing, (5) comprehensive and integrated delivery of social services, (6) workers’ welfare and protection, (7) livelihood, (8) credit and (9) institution-building and effective participation in governance. Table 17 outlines

<sup>8</sup> 5th and 6th class municipalities refer to those whose annual income falls below P 4 million as stipulated in DOF Order No.35-95 dated May 25, 1995. Annual income covers revenues and receipts from regular sources of the local General Fund including the internal revenue allotment (IRA) and other shares provided for in Sections 284, 290 and 291 of the Local Government Code.

<sup>9</sup> Convergence areas are identified based on the relatively large concentration of particular sectors, poverty incidence and inadequacy of existing development initiatives to address the poverty situation.

<sup>10</sup> Contained in the following documents (a) Achieving Sustainable Growth with Equity: The Philippine Social Reform Agenda, (b) Major Policy Directives in the Implementation of the Social Reform Agenda, and (c) Executive Order No.356

<sup>11</sup> Per Proclamation No.548

these flagships by identifying specific target beneficiaries and their vulnerabilities, SRA commitments made and the status of these commitments.

### **1. Flagship Program on Agricultural Development**

This program focuses on the welfare of the small farmers. It seeks to empower the farmers, farm workers and landless rural workers by securing ownership or access to agricultural lands. The Department of Agrarian Reform facilitates the transfer of land titles while the Department of Agriculture, in cooperation with the LGUs, leads the formulation and execution of the agricultural plans. The DA's key production areas (KPAs) then formulated the DA-DAR-LGU Agricultural Development Plan.

The passage of the Agrarian Reform Law in 1988 supports the issue of farmers' security of tenure on the land that he tills. The mechanisms under the Comprehensive Agrarian Reform Program sought to address this issue. On the other hand, the Medium Term Agricultural Development Plan (MTADP) and Gintong Ani Program deal with programs to promote increases in income and productivity of the farmers.

### **2. Flagship Program on Fisheries and Aquatic Resource Protection and Management**

The main objectives of this program are: (1) to increase income and productivity of the fishermen; (2) broader access to and control of aquatic resources; (3) wider availability of post harvest facilities; (4) promotion of sustainable development; (5) recognition/empowerment of fisherfolk organization and their participation in policy formulation.

The issuance of E.O. 240 in 1995 provided for the establishment of Fisheries And Aquatic Resource Management Councils (FARMCs) in coastal barangays, cities and municipalities. The fisherfolk are awaiting the passage of the Comprehensive Fisheries Code. Once passed, they would be assured of the authorized and exclusive use of the 15-kilometer municipal waters and the limit of 3 gross tons for fishing vessels in these waters.

### **3. Flagship Program on the Recognition, Respect and Protection of Ancestral Domain for the Indigenous People (IP)**

This program aims to put an end to the "age-old economic marginalization, socio-cultural displacement and political disenfranchisement of the IPs". It seeks to promote recognition and protection of their rights to their ancestral domain.

The IPs are a major part in the management of the country's natural resources. They inhabit forest zones that approximate to 15 million hectares of half of the country's total land area. They constitute 18 % of the population and are spread across 61 provinces.

So far, 110 Certificates of Ancestral Land Claim (CALCs) were issued for 9,972 hectares while 68 Certificates of Ancestral Domain Claim (CADCs) were issued for the 982,133 hectares. One of the major SRA legislative commitments, the Indigenous Peoples Rights Act (IPRA), has recently been signed into law by the President.

#### **4. Flagship Program on Socialized Housing**

This program looks into the housing needs of the Filipino families. More than half of the total urban poor families live in slum areas or other poor environmental communities. The Socialized Housing Program aims to provide homes for the lowest 30% of the country's income earners. Most of them either do not own a house or do not own the land where their houses are built. Basic to their demand for immediate action are shelter security, access to basic social services and income generation.

The implementation of RA 7279 (Urban Development and Housing Act) has led to the provision of resettlement sites worth P276.6 million to 10,124 households, and the construction of 46,000 housing units from 1994 to August 1996.

The repeal of the Anti-Squatting Law (PD 772) has been signed into law recently that decriminalized squatting. This is another priority SRA bill. Currently, a multi-sectoral group is crafting a Negotiation Framework on Demolition that aims to ensure humane and just eviction of squatter families.

#### **5. Flagship Program on Worker's Welfare and Protection**

The Flagship Program on Workers Welfare and Protection answers to the needs of the workers in the informal sector (WIS) particularly in the area of security in the workplace. It also aims to provide WIS adequate labor, social and legal protections, and access to programs and services normally provided to the workers in the formal sector. Recently, the President signed Executive Order No.442, which provides for security of registered vendors in their workplaces.

#### **6. Flagship Program on the Comprehensive and Integrated Delivery of Social Services (CIDSS)**

CIDSS is the government's main mechanism to address the unmet minimum basic needs of poor families. This is done through focused targeting, convergence of services and total family approach. Four hundred and thirty three (433) barangays in the 5th and 6th municipalities were set up as CIDSS areas. A recent survey in selected areas indicate a reduction in the proportion of households with unmet needs. An Executive Order was issued by the President declaring CIDSS as the delivery mechanism to address the minimum basic needs.

#### **7. Flagship Program on the Expansion of Credit**

The Flagship Program on the Expansion of Credit, anchored on the premise that the poor are responsible borrowers, aims to provide credit to the poorest of the

poor. Working through Grameen Bank approach replicators, the People's Credit and Finance Corporation is providing credit assistance to the poor.

### **8. Flagship Program on Livelihood**

The National Livelihood Program focuses on the development of livelihood opportunities and better income and sufficient employment for target families and communities. Assistance was extended to the urban and rural poor communities in the first semester of 1996, providing them with some P5.4 billion in credit facilities, P443 million in loan guarantees and P23 million worth of training services.

### **9. Flagship Program on Institution Building and Effective Participation in Governance**

This Program aims to make local governance responsive to the needs of basic sectors. It seeks to enhance the capabilities of LGUs, NGOs and POs to participate in governance, through training and technical assistance.

**Institutional Arrangements.** Figure 1 presents the institutional network that operationalizes the SRA. The structure cuts across the national, regional, provincial, municipal and barangay levels with basic sector counterpart structures at each level. Inter-organizational interfaces were also established to facilitate synchronization of targets, plans, programs and resources.<sup>12</sup>

**Performance Contract System.** On September 1996, the governors, as provincial anti-poverty champions, were made to submit to the President performance contracts outlining their anti-poverty targets, plans and programs with the promise to deliver their commitments to their constituents by 1998. These documents were supposed to form part of the basis for their performance evaluation by the Department of Interior and Local Government.

**Minimum Basic Needs (MBN) Approach.** The government acknowledges that the poverty problem is more manageable when broken down into specific local battles.<sup>13</sup> It was for this reason that primary effort in the anti-poverty campaign was lodged with local government units (LGUs) and the minimum basic needs (MBN) approach adopted at the municipal level. MBN involves the integration of non-income indicators in the formula for poverty incidence. This is an offshoot of putting greater emphasis on the "quality of life" of the population. The SRA aims to address the concerns of poor Filipinos by ensuring that they meet their minimum basic needs.<sup>14</sup> It was for this reason that the MBN was adopted as the core strategy of the SRA convergence policy.<sup>15</sup>

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<sup>12</sup> Intra-LGU interface, inter-LGU interface, national interface of NGAs and networks, national-local interface, government-NGO-basic sector interface and cross-sectoral interface.

<sup>13</sup> National Anti-Poverty Summit Resolution No.3, par.13.

<sup>14</sup> Integrated National Action Agenda on Anti-Poverty

<sup>15</sup> Proclamation No.548, sec.3.

The MBN tool is a checklist of 33 indicators corresponding to survival, security and empowering needs of the population (Table 18). It simply shows which indicators are present or absent in each family during a particular period. The list is usually updated once or twice a year. Based on the survey results, interventions to meet substandard MBNs are then planned and implemented. This straightforward process is known as the MBN Community-Based Information System (MBN-CBIS). Table 19 shows preliminary MBN results as of February 1997.

The installation of the MBN approach at the municipal level began in mid-1995. The indicative cost of installation, inclusive of training for implementers and data collectors and the cost of conducting and analyzing the baseline survey, is P 1.67 million for a province of 20 municipalities. As of May 1997, the MBN-CBIS has been installed in 901 out of 1,534 municipalities for a 59 percent completion rate (Tables 20 and 21). This covers 14,754 out of 39,771 barangays (37 percent coverage). For 5th and 6th class municipalities alone, the installation rate is much lower at 43 percent for municipalities and 30 percent for barangays.

A reported problem with the existing MBN implementation is the need for trained enumerators and the need to clarify some of the variables in the MBN questionnaire. For example, family income is unadjusted for family size; explaining to farmers that farming constitutes gainful employment; active as opposed to inactive membership in people's organization; and access to potable water within 250 meters.

### *Funding*

Aside from "SRA-enrolled" regular agency budgets, three special funds totaling P 6.1 billion were created to augment the regular resources to attain the objectives of the social reform agenda. These are the 1996 Poverty Alleviation Fund (PAF-1), the 1996 Local Government Empowerment Fund (LGEF) and the 1997 Poverty Alleviation Fund (PAF-2). Table 22 summarizes their major features.

**1996 Poverty Alleviation Fund.** The 1996 Poverty Alleviation Fund is a P 4 billion allotment intended to address the needs of priority areas where standard government programs are inadequate. In terms of geographical coverage, it covers the twenty priority provinces and all ARMM and Mindanao provinces. These areas account for 43.9 percent of all 5<sup>th</sup> and 6<sup>th</sup> class municipalities nationwide. In terms of program coverage, PAF-1 has allotments for only 3 of the 9 flagships – agricultural development, CIDSS and workers' welfare. Based on these general considerations alone therefore, the positive impact of PAF-1 should be very limited. Table 23 presents the major components of PAF-1. Apparently, with PAF-1 being the congressional initiative of Senator Ernesto Maceda, it was the senator who formulated its program components and not the Executive Department.

For one, the communal irrigation fund of P 850 million (net of reserves) can only finance 4.9 percent of unirrigated communal lands in CAR and Mindanao. Total unirrigated communal lands in these areas alone are estimated at roughly 246,320



hectares.<sup>16</sup> If the average cost of a new communal irrigation project is P 70,000 per hectare, the government needs to spend P 17.242 billion.<sup>17</sup> Although this amount is on the high end as many communal irrigation projects under PAF-1 are rehabilitation works, this amount does not yet take include unirrigated communal lands in the remaining 9 priority provinces in Luzon and Visayas.

The Study Now Pay Later program is appropriated P 160 million (net of reserves). Given that Mindanao and CAR alone produce 184,151 high school graduates each year,<sup>18</sup> and given further that the national average cost of education is estimated at P 5,345 per semester, PAF-1 can send only 3,742 of these students to a 4-year college course representing a measly 2.0 percent of total high school graduates. The approximate cost of sending these students to college runs to some P 7.874 billion. The allotted fund is therefore miniscule.

The Medicine Scholarship Program of P 80.8 million (net of reserves) can finance 4 years of medical schooling of 1,010 students. Since there are 430 5<sup>th</sup> and 6<sup>th</sup> class municipalities in the priority areas, each municipality can send 2-3 scholars under the program. This assumes however that students from other municipalities within the priority areas do not get slots in the program. This assumption though is unrealistic as the implementing guidelines on PAF-1 provide for a *nationwide* implementation of the scholarship program although they accord *preference* to applicants from the priority provinces.<sup>19</sup> If the program is expanded then to the remaining municipalities in the priority provinces,<sup>20</sup> and if each were to send 2 students to medical school, PAF-1 would be short by P 17.44 million. But perhaps the more critical point is that students must first finish a pre-medical course before they can avail of this program. This means that poor but deserving students must first hurdle the financial difficulties of going through a 4-year college course. There is therefor an inherent bias against the poor in the program.

PAF-1 also provides P 210 million for the hiring of 2,000 teachers for 6<sup>th</sup> class municipalities where the teacher-student ratio exceeds 1:40 and P 252 million for the hiring of school nurses. Latest DECS data indicate that the teacher-student ratio across the country stands at 1:37 for the elementary level and 1:50 for high school. These figures compare favorably to ratios of 1:360 and 1:320 respectively recorded a decade ago. This trend tends to support the view that the government has indeed made headway in improving the country's educational situation especially at the elementary level. However, the ratios can still be improved especially at the high school level. The direction for national policy therefore should be for a bias in the hiring of high school teachers. PAF-1 however does not carry this caveat presumably because the ratios for both levels remain substantially high in 6<sup>th</sup> class municipalities. With the

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<sup>16</sup> Source of basic data : National Irrigation Administration

<sup>17</sup> Each CIP can cover 100 – 200 hectares.

<sup>18</sup> Based on latest DECS figures.

<sup>19</sup> Executive Order 363, Section 1. This section also makes poverty incidence a factor to be considered in the provincial allocation. The provision on the 1996 GAA regarding PAF-1 however mentions that "priority shall be accorded to women scholars from 5<sup>th</sup> and 6<sup>th</sup> class municipalities".

<sup>20</sup> Total number of municipalities in these areas is 614.

allotment, each 6<sup>th</sup> class municipality would be able to hire 5 new teachers.<sup>21</sup> We have received reports however that many of these new teachers served for only 3 months and were not absorbed by the different municipalities concerned due to lack of funds. The number of nurses hired remains undetermined.

One hundred seventy million pesos were also made available for the purchase of school desks. This means 615 additional school desks for each 4<sup>th</sup>, 5<sup>th</sup> and 6<sup>th</sup> class municipality in the priority areas.<sup>22</sup> Based on a recent visit to several beneficiary schools in the CAR area however, we saw that the desks distributed were of poor quality and overpriced. The desks also came from Manila and not from the beneficiary areas where local materials were supposed to have been used. Except for the 3 priority provinces in Region 9, funds for all the other priority areas have been disbursed fully.

Latest OWWA estimates show that there are 1,789,320 undocumented OCWs. This means that the P 80 million reintegration assistance allotted for them under PAF-1 translates to a meager P 44.71 per worker – an amount not likely to cover even the provincial bus fare of a returning OCW.<sup>23</sup>

As of September 1997, only 23.7 percent of PAF-1 has been disbursed. Among its various components, the purchase of school desks had the highest disbursement rate (81.25 percent) while assistance to farmers had the lowest (0.78 percent). Cited as the main reason for the slow release of funds has been the delay in the formulation of guidelines for specific project components.

It is to be noted that not all the program components of PAF-1 have an immediate bearing on the income-generating capacity of the poor. The communal irrigation component may lead to higher production and therefore higher income for farmers as soon as the projects are accomplished but the purchase of school desks and hiring of additional teachers and nurses do not. Nevertheless, the latter is evidence that the government looks at the aspect of poverty not merely in terms of immediate material deprivation (food, clothing and shelter) but also in terms of lack of access to opportunities.

**1996 Local Government Empowerment Fund.** The LGEF on the other hand is a P 228.079 million fund for industrialization projects in the priority provinces. The fund has two components. The first component of P100 million is for the construction of post-harvest facilities and public markets. The second component of P128.079 million is an allotment for foreign-assisted projects. Only the first component of the LGEF however is considered as special funding for the SRA. Each of the 20 priority areas is entitled to P 4.25 million from this fund. This amount again is not enough as the indicative cost of building a public market (without walls) is

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<sup>21</sup> There are 354 6<sup>th</sup> class municipalities

<sup>22</sup> Each school desk costs P 532- P 534 as per DECS estimate.

<sup>23</sup> The OWWA estimate should be taken with caution as undocumented OCWs should logically choose not to register for fear of apprehension.

between P5,000 to P7,000 per square meter<sup>24</sup> which means that a municipality would need at least P 5 million to build one of normal size.

**1997 Poverty Alleviation Fund (PAF-2).** Since 5<sup>th</sup> and 6<sup>th</sup> class municipalities are to be found in all provinces, flagship agencies deemed it appropriate to have a second anti-poverty fund, this time to target specifically these municipalities. The new PAF amounts to P 2 billion. Under the first PAF, each 5<sup>th</sup> and 6<sup>th</sup> class municipality covered got an average of P 7.472 million. Under the second PAF, each would get P 1.553 million. Given the initial finding that PAF-1 is too small to make any major impact on the country's poverty situation, the much lower PAF-2 cannot be considered less insignificant.

**Targeting.** It is also critical to focus on the targeting mechanism employed by the government in its anti-poverty campaign. Often, it is the precision (or imprecision) of targeting that determines the success (or failure) of any anti-poverty program in light of existing fiscal and time constraints. Leakages are brought about by the high costs of information necessary to distinguish the poor from the non-poor. Perfect targeting is therefore unwieldy in terms of information requirements. The government's anti-poverty program currently uses geographical targeting in allocating funds. Unfortunately, this type of targeting which has the virtue of simplicity is susceptible to the problem of exclusion. A case in point is the 20 priority provinces that the government initially identified for the implementation of the SRA. Only 22.5 percent of all 5<sup>th</sup> and 6<sup>th</sup> class municipalities and, more importantly, 11 percent of the poor are in these areas.<sup>25</sup>

The government tried to refine this by using the class of municipality as the basis for area-based targeting under PAF-2. Some problems remain however. Consider Batanes and Siquijor. These two provinces are among the expanded SRA priority areas. Both have 6 municipalities all of which are rated 6<sup>th</sup> class. Both are therefore entitled to the same amount of funds from PAF-2. The poverty incidence of families in Batanes is however only 4.9 percent while that for Siquijor is 55.2 percent. Also, the absolute number of poor families in Batanes is only 1 percent of the number of poor families in Siquijor. Therefore, under the best case scenario of successful exclusion of the non-poor and full coverage of the poor, poor families in Batanes were allotted P 67,804 each while their counterparts in Siquijor only got P 964

Likewise, in terms of the program components, there is room for further improvement. As mentioned earlier, the specific program components of PAF-1 were identified by the bill's sponsor in the Senate and not by the various agencies tasked to handle specific anti-poverty programs. These agencies therefore had to work within the already identified program components.

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<sup>24</sup> DPWH estimates.

<sup>25</sup> Reyes, Cancio and Ilarde (1996)

### *National Budget*

Given that the existing special anti-poverty funds are mere augmentation funds, there is a need to focus on the larger and potentially more effective anti-poverty budget – the national budget itself.

In 1996, the national budget was subjected to a disaggregation process to determine public sector investments for the SRA.<sup>26</sup> This is the first time in Philippine history when agency budgets were scrutinized for their sensitivity to anti-poverty and other social reform efforts. Of the total budget of P 394.9 billion, 22 percent or P 86.7 billion was found to be “SRA-enrolled”. The latter term means that the amount is supposed to focus on specific commitments made to the basic sectors under the SRA. This amount roughly corresponds to the income gap of all poor families in 1994. It is difficult to say however if these investments actually benefited the poor.

On a per capita basis, a comparison of 1996 regional budget allocation and regional poverty incidence showed that 4 regions had budget ranks much lower than their poverty ranking (Table 24). This anomaly should be immediately corrected as the improved regional income disparity earlier noted for the years 1985-94 may be jeopardized. Fiscal prioritization should take this valuable information into account.

For 1997, the amount allocated for SRA-directed undertakings, when compared to that of the preceding year, is lower both in level (P 85.6 billion) and as a proportion of total new appropriations (19.7 percent).<sup>27</sup> This reduction was observed despite the 1997 budget being hailed as an anti-poverty budget.<sup>28</sup>

Table 25 presents per capita national government allocation for the various services under the Ramos administration. Data show that there have been minimal increases in the allocation except during the initial period 1992-93 when there was a recorded 3 percent decline. Social services allocation more or less followed the same trend. During the period, social services accounted for about a quarter of total allocation for each year. The share of social services in 1997, however, remains below the recorded figure during the last year of the Aquino administration (28 percent).

### *Institutional Aspects of the SRA*

Looking at the funding aspect of the SRA alone gives an incomplete picture of the government's anti-poverty program. In the first instance, poverty alleviation is not

<sup>26</sup> As part of the technical preparations for the national anti-poverty summit, a workshop among CORD Assistants and Regional Directors of NEDA, DILG and DSWD was held on February 5-6, 1996 and six study groups were created to look into the different concerns that are fundamental to a realistic and doable anti-poverty strategy. Study Group 6 was tasked, among others, to disaggregate the 1996 budget by region/province/city to ensure that different anti-poverty programs at the local levels have appropriate funding support from the national government.

<sup>27</sup> Source: *Highlights of the 1997 Anti-Poverty Budget in Social Reform Agenda Policy Directives*.

<sup>28</sup> *Ibid.*

the sole concern of the SRA. It also aims for the “attainment of social justice, equity and a lasting peace”.<sup>29</sup> In the second place, the SRA also calls for new laws, programs and processes that are aimed beyond mere satisfaction of basic economic needs.

**Legislative Commitments.** There are 10 priority social reform bills under the SRA. These commitments cut across the different basic sectors. Of these, 8 have already been passed into law (Table 26). These are the Indigenous Peoples Rights Act, the Repeal of Anti-Squatting Law (PD 772), Anti-Poverty Bill, the Fisheries Code, the bill increasing the Agrarian Reform Fund, the Agriculture and Fisheries Modernization Law, the Anti-Rape Law and the Family Courts Act. Those that need to be refiled in the new congress are the Land Use Policy Act and the Magna Carta for Students. Of the 8 laws already enacted, only the first 6 have a direct bearing on poverty. As of June 1998, not one law has been implemented due to the delay in the issuance of implementing rules and regulations and/or due to the delay in funding.

The **Anti-Rape Law** (RA 8353; September 30, 1997) reclassified rape as a crime against persons and raised the penalty for rapists, under certain circumstances, to death. The passage of the law came at a time when public outrage against rape and sexual harassment cases was at its peak and after a decade of congressional deliberations.

The **Indigenous Peoples' Rights Act** (RA 8371; October 28, 1997) is a major legislation in recognizing and protecting the rights of indigenous cultural communities in the country with respect to the issues of ancestral domain, self-governance, discrimination and cultural integrity. It explicitly recognized the primacy of customary laws and practices in adjudicating disputes and in enforcing rights. It also created an Ancestral Domains Fund, initially amounting to P 130 million, to compensate for expropriated lands and for the delineation and development of ancestral domains.

The **Act Repealing Presidential Decree 772** (RA 8368; October 27, 1997) decriminalized squatting. Although merely 5 sections long, the law substantially gave protection to the homeless against imprisonment. With its passage, all squatting cases pending in various courts have been effectively dismissed. Even then, professional squatters have been exempted from the protection.

The **Family Courts Act** (RA 8369; October 28, 1997) provided for a system of adjudication for youthful offenders taking into account their peculiar circumstances. Newly created Family Courts were given exclusive original jurisdiction over youths charged of criminal offenses, family issues (guardianship, custody, adoption, status of children, annulment of marriage), and domestic violence. Records of cases handled by these Family Courts are deemed private and are to be treated with utmost confidentiality.

The **Anti-Poverty Law** (RA 8425; December 11, 1997) meanwhile institutionalized the government's anti-poverty program (Social Reform Agenda)

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<sup>29</sup> Page 1, Major Policy Directives in the Implementation of the Social Reform Agenda

through the creation of the National Anti-Poverty Commission which abolished and unified the existing anti-poverty agencies (Presidential Commission to Fight Poverty, the Social Reform Council and the Presidential Council for Countryside Development). The law mandated the adoption of an area-based sectoral intervention to poverty alleviation and spelled out the principles and strategies for the specific intervention programs. It also appropriated an initial amount of P 100 M for the operations of NAPC and established a People's Development Trust Fund worth P 4.5 billion for ten years to carry out the provisions of the law.

The **Agriculture and Fisheries Modernization Act** (RA 8435; December 22, 1997) is an attempt to modernize the agriculture and fisheries sector from a resource-based to a technology-based industry by providing for production and marketing support services, human resource development, research development and extension, rural non-farm employment, and trade and fiscal incentives. For the first year of the Act, P 20 billion has been appropriated (30 % of which is allotted for irrigation, 10 % for post-harvest facilities, 10 % for other infrastructure, 10 % for credit and financing). For the succeeding 6 years, the Department of Budget and Management is mandated to include at least P 17 billion annually for the implementation of the law.

The **Act Providing for Augmentation Funding for Agrarian Reform** (RA 8532; February 23, 1998) authorized the increase in agrarian reform fund in the amount of P 50 billion. The additional funding will be sourced mainly from proceeds of the Assets Privatization Trust, receipts from assets recovered and from sales of ill-gotten properties recovered through the Presidential Commission on Good Government, the national budget where a yearly appropriation of at least P 3 billion was mandated and from the income and collections of CARP implementing agencies.

The **Philippine Fisheries Code** (RA 8550; February 25, 1998) meanwhile (a) provided the guiding principles in the utilization, management, development, conservation and allocation of fisheries and aquatic resources, (b) reconstituted the Bureau of Fisheries and Aquatic Resources and created Fisheries and Aquatic Resources Management Councils, (c) provided guidelines for the delineation of fishery reserves, refuge and sanctuaries, (d) created a National Fisheries Research and Development Institute, and (e) instituted penalties for engaging in unauthorized fishing activities. The following funds were also created to carry out the specific provisions of the Code : P 100 million for the Municipal Fisheries Grant Fund, an initial P 100 million for the Fishery Loan and Guarantee Fund, P 250 million (annually for 5 years) for the Fishing Vessels Development Fund, an initial P 100 million for the Special Fisheries Science and Appofishtech Fund, and P 50 million for the Aquaculture Investment Fund.

**Convergence.** A distinguishing feature of the SRA its convergence aspect. As mentioned earlier, hitherto disparate government initiatives, whether local or national, are now supposed to be planned and implemented in support of each other and in light of the MBN results in each area. At present, much work remains to be done in this regard. Data show that, as of June 1997, only 73 percent of 5<sup>th</sup> and 6<sup>th</sup> class municipalities nationwide have identified convergence sites (Table 27).

Looking at the Comprehensive and Integrated Delivery of Social Services (CIDSS) -- currently one of the more widely established component of the convergence policy -- can give an indication of the impact of the SRA at the barangay level. CIDSS started out as a pilot initiative of the DSWD (the SRA convergence lead agency) to test out alternative development techniques. In 1995, upon the instruction of the President, it was expanded to cover more areas. At present, DSWD is plotting out the most feasible way of expanding CIDSS given its limited resources. Under Department Order No.54, it selects only 3 pilot barangays per municipality for implementation of projects based on the results of the minimum basic (survival) needs. [This guideline is not strictly followed. A visit to some sites in Benguet, for example, showed that barangays were chosen on the basis of accessibility and not on the relative inadequacy of the residents.] Once successful, these projects are turned over to the different local government units concerned for replication in the other barangays. Currently, only 15 percent of all barangays in 5<sup>th</sup> and 6<sup>th</sup> class municipalities are initially covered by CIDSS.<sup>30</sup>

In September 1997, the President ordered the implementation of CIDSS in all 3<sup>rd</sup> and 4<sup>th</sup> class municipalities as well.<sup>31</sup>

**Participatory Process.** Imbedded in the social reform process under the SRA is the direct and constant participation of the different disadvantaged groups in the identification of sectoral and local problems and in the formulation of solutions to these problems. Basic sector participation is also exercised in the formulation of executive issuances, implementing rules and regulations and congressional bills. Even at the outset, during the Social Reform Summit of 1994, the basic sectors were able to submit to the government their minimum social reform demands. These demands became the core of the SRA commitments. Meaningful people participation in the SRA was assured by the guidelines on the SRA Institutional Arrangements, the guidelines on the operationalization of the convergence policy as well as by a host of presidential issuances like Administrative Order 292 which directs all agencies and local governments to recognize and support basic sector counterpart structures.<sup>32</sup>

A commendable aspect of the SRA is the volunteerism fostered among residents of beneficiary barangays. In several sites we visited in CAR, local residents provided free labor for the various projects of the SRA. The projects are remarkable also for that fact that they are finished quickly without sacrificing the quality of the project. In the case of a 110-meter tire path running along a mountainous terrain in Benguet for example, the road was expected to be completed in only ten days even as residents took turns in working on its construction. Before construction on this path started, residents had to manually haul their produce along almost a kilometer of steep and rugged terrain (slippery too during the rainy season). The enthusiasm of the residents apparently reflects their willingness to sacrifice for the common good. With respect to gathering information for the MBN however, residents complain that while they provide free labor, some salaried local officials do not seem to work as hard.

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<sup>30</sup> On average, there are 20 barangays per 5<sup>th</sup> and 6<sup>th</sup> class municipality.

<sup>31</sup> Executive Order 443 (September 24, 1997)

<sup>32</sup> Other issuances include Executive Orders 217, 240, 356 and 368.

#### IV. FINDINGS

From 1985 to 1994, there was a reduction in both poverty incidence and subsistence incidence in the country. The relative insufficiency of the income of the poor also declined (1991 to 1994). However, the magnitude of the poor has increased. The Ramos Administration's adoption of an anti-poverty program mid-way into its term was therefore both timely and necessary. Preliminary data for 1997 indicates that the trend of declining poverty incidence but increasing magnitude of the poor persisted. This suggests that the poverty alleviation program has not had a positive impact yet.

In the first place, elimination of poverty is just one of the many vital goals of the Social Reform Agenda. The SRA actually encompasses a wide breadth of social problems. The general misimpression that poverty alleviation is its sole focus has generated unreasonable expectations about the program. There is therefore a need to accurately inform the public (and, in some cases, government agencies themselves) of the SRA's substantive aspects.

Second, the SRA largely takes an institutional approach to identified social problems. It will therefore take some time for its intended effects to be fully realized. Enactment or revision of laws and their eventual implementation are inherently slow processes. Also, compromises that normally characterize the crafting of laws often make the eventual set-up one step short of the ideal. Nevertheless, the institutionalization of sectoral participation should ensure that these policies still approximate the needs of disadvantaged sectors. Relatedly, even when SRA pilot projects are already ripe for turnover to local government units, local officials are often still insufficiently trained to sustain and replicate the projects in other areas within the municipality. There is a need therefore for the DILG to train local officials in the management of projects.

Third, although the SRA appears to correctly identify the problems of the poor, funding for specific projects remains inadequate. Given (a) the conceived objectives of the SRA, (b) the anti-poverty targets which the government has set out for itself and (c) the imposition of reserves even on the budget for the anti-poverty program, the P 6.1 billion poverty alleviation funding for 1996 and 1997 is simply too small. Calculations show that in order to reduce poverty incidence of families from 35.5 percent in 1994 to 30 percent by 1998, government needs to spend an average of P 9.6 billion each year. The PAF funds currently available are sufficient to reduce poverty incidence by only 1.1 percent for each of the two years covered. To completely wipe out poverty, the indicative amount is P 86.2 billion annually. This amount represents the estimated value of insufficiency of poor families. The enormity of the amount suggests that the government should not attempt to alleviate poverty by direct provision of income transfers. Instead, programs that will enable the poor to earn income on a sustained basis should be the focus of the government poverty alleviation program.



Fourth, and perhaps more critical than the need for a larger funding is the how these funds are actually utilized. The inspections we conducted together with the Social Reform Council, although limited to one region, indicated inefficient fund use. School desks for example were overpriced and of poor quality and were not made using locally available materials. There is therefore a need for regular site and project inspections to identify and remedy these types of problem. In this regard, the SRC must be provided with sufficient mobilization funds that can facilitate inspections especially of the most remote areas

Fifth, equally important is the observation that the anti-poverty funds are *special* which actually means that similar funds for succeeding years are not assured. Notice that PAF allotment went down from P 4 billion in 1996 to P 2 billion in 1997. PAF allotment for 1998 is even smaller at P 1 billion.<sup>33</sup> This declining trend is definitely not evidence of a serious anti-poverty effort. There is a need for government to ensure future PAFs that are substantial and if possible non-decreasing given the magnitude of the problem.

Sixth, claims of an anti-poverty budget notwithstanding, there have been very minimal increases (for two years there were actual declines) in the share of social services expenditures in the national budget for the past 5 years. During this period, it accounted for a stable 25 percent of the total budget. The budget disaggregation process adopted in 1996 could not guarantee that items eventually considered as SRA-sensitive were genuine anti-poverty resources. In the budget process, items are considered individually (i.e., by agency) hence grouping them afterwards into either *sensitive* or *insensitive* categories and then proclaiming the total to be an anti-poverty component is not the same as having the same amount considered as one budget item. Different government agencies simply have different mandates to carry out hence their annual budgets may be viewed quite differently from each other by congress.

Seventh, the government's shift from selective provincial targeting in PAF-1 to nationwide municipal targeting in PAF-2 is a move in the right direction in terms of refining the focus of the SRA. However, there are some problems that need to be addressed. As discussed earlier, provinces with varying magnitudes of poverty are accorded the same fiscal priority under the current set-up solely on the basis of having the same number of low class municipalities. It would be an improvement if enhancing factors like specific provincial poverty incidence and population magnitudes were made to supplement the class of municipalities as basis for targeting beneficiaries. However, the accuracy of poverty statistics at the provincial level must first be ensured as local officials attending the 1996 anti-poverty summit questioned the statistics provided at the time. It was for this reason that the class of municipality was made basis for selecting beneficiaries after lengthy debates.

Eighth, there is a need to clarify the meaning of some variables in the MBN questionnaire and to train enumerators in order to ensure that the data collected are accurate. Also, the conduct of the survey should not rely on volunteers (although this is admirable). As mentioned earlier, volunteer enumerators in some areas decry the

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<sup>33</sup> House of Representatives Committee on Appropriations

fact that while they work for free, some paid local officials are perceived as not as hardworking.

Ninth, the implementation of the SRA convergence policy is still in its infancy. Its continued absence in a substantial number of poor municipalities and its relatively limited implementation at the barangay level shows that much work remains to be done in terms of identifying convergence sites, planning and funding specific projects and ensuring that these projects coincide with the actual needs of the community.

Tenth, the positive aspects of the SRA must be highlighted, encouraged and institutionalized (if not yet so). Some of these are the utilization of local resources and hiring of local workers for the different projects and the submission of performance contracts by local officials. There is also a need to strengthen the capacity of barangays to develop their own master plans.

Eleventh, poverty is a function also of factors other than the direct intervention programs. Economy-wide and sectoral policies do impact on the situation of the poor and perhaps even on a more dramatic scale. It is difficult to say at this point however what degree of poverty reduction can be accounted for by the interventions vis-à-vis the indirect programs.

## V. OTHER POVERTY ALLEVIATION PROGRAMS

### Agrarian Reform

The Comprehensive Agrarian Reform Program has distributed 4.3 million hectares to 1,416,996 beneficiaries during the period 1994 - 1995. The CARP has 3 major goals : (a) equity or social justice in terms of access, use and control of land, (b) increase in productivity and income, and (c) development of beneficiaries into self-reliant farmers. Bravo and Pantoja (1997) view the equity objective of CARP with limited success. From about 10.3 million hectares of agricultural lands initially targeted for acquisition for the period 1988-98, 2.1 million hectares were eventually excluded from the program due to exemptions (e.g. poultry and livestock, fishponds and prawn farms), land use conversion, commercial farms deferment and land reclassification under the Local Government Code.

With respect to the productivity objective, the authors likewise find that while CARP beneficiaries contribute significantly to crop production (54 percent of total rice production), their productivity levels are just at par with the other farmers in the country. This is attributed to production-related factors (e.g. pestilence and crop disease, lack of irrigation) and market-related problems (e.g., low farmgate prices, expensive inputs, high transport costs). Relatedly, while these beneficiaries account for 11 percent of all households, they account only for about 5 percent of total income. Likewise, household incomes of beneficiaries fall below the poverty threshold (more than half of agrarian reform household beneficiaries belong to the

bottom 30 percent of all households). The third objective of self-reliance therefore remains unattained.

They also found that there has been a drastic drop in share tenancy from 67 percent before 1972 to only 3 percent in 1995. Significant increases were also observed in the proportion of owner-cultivators and amortizing owners. The results of the CARP performance monitoring and evaluation system also showed that 3 out of 4 agrarian reform beneficiaries perceived improvements in their lives as they now have a permanent source of income. For those who perceived a deterioration in their plight, reasons cited were the need to pay back loans, small cultivation area, absence of irrigation and lack of capital for inputs. Seventy-three percent of agrarian reform beneficiaries were also found to have not reached high school posing possible problems in the absorption of new technology.

### **NFA Subsidy Program**

At present, the National Food Authority (NFA), with the help of the National Nutrition Council (NNC), supplies rice at discounted prices to some 3,000 poor families in 4 provinces under the welfare program dubbed "Rice Subsidy Program". The program which targets identified municipalities in Sorsogon, Antique, Iloilo and Surigao del Norte was conceived as a safety net to cushion the combined impact of the current economic crisis, rising costs of basic commodities and the *el nino* phenomenon. The target beneficiaries are families below the food threshold as identified by the DSWD with priority given to families with at least 5 members and with moderately and severely malnourished children. NFA rice allotted for the program are sold at the discounted price of P12.50 per kilogram. The discount is charged against a rice subsidy fund which initially stood at P 2.5 million. Each family beneficiary is issued a rice subsidy card which can be presented at rice distribution centers anytime. The card entitles each family to a maximum allocation of 2 kilos of rice per day. The program will last for 3 months.

### **Housing**

Llanto (chapter on Housing) cites that the incidence of subsidies is regressive. Thus, the non-poor benefits more than the poor from the housing subsidy program. Among other policy recommendations, he highlights the importance of (1) allowing market-oriented interest rates to work in the mortgage markets for low-cost housing, (2) stimulating the private rental housing market through appropriate policy and regulatory interventions, (3) taxing urban lands more effectively to bring down the cost of lands, and (4) introducing reforms in contractual savings to make available long-term funds for the mortgage markets.

### **Overseas Employment**

With the poor perennially facing the problem of productive employment, one also needs to look at the role played by overseas employment in the income of households. Indeed, over the past 2 decades, the country experienced tremendous growth in Filipinos working overseas. The Marcos Administration, fueled by external

and internal factors prevailing in the early 70s, initiated this phenomenon.<sup>34</sup> In 1975, when the Overseas Employment Development Board and the National Seamen Board first recorded overseas employment statistics, the number of contract workers sent abroad was recorded at 36,035.<sup>35</sup> A decade later, this swelled to 389,200 and by October 1997, the number of OFWs deployed reached 636,832.<sup>36</sup>

The complexion of the overseas workforce has changed over the last two decades. In 1975, sea-based workers accounted for 65 percent of all contract workers. In 1997, land-based workers outnumbered them 3 to 1.<sup>37</sup> Among land-based workers, the composition of workers also changed. In 1975, professionals made up more than half of the workers.<sup>38</sup> Now, they account for less than 1/5 of total deployed workers.<sup>39</sup> The proportion of production and service workers on the other hand rose from 43 percent to 78 percent. These are the workers who presumably come from the lower income classes.

Much has been said about the significant contributions to the economy of overseas workers particularly in terms of remittances. Jurado and Sanchez (1997), citing POEA figures, estimate that every temporary labor migration (TLM) family received US \$ 6,356 on average in 1996.<sup>40</sup>

FIES data (1994), however, indicate that remittances from abroad are not major income sources among recipient families. It accounted for only 1/5 of the income of the poor and a little over a quarter of the income of the non-poor. In both cases, these ratios even represented declines from their previous shares. The data also show that the proportion of poor families receiving income and other forms of assistance from abroad went down from 17.0 percent to 14.4 percent of all recipient families. In turn, the proportion of these recipient families to all families went down from 18.7 percent in 1991 to 16.6 percent.

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<sup>34</sup> The external factor responsible was the development boom in the Middle East brought about by increased oil prices while the internal factors were rising unemployment and dwindling foreign currency reserves.

<sup>35</sup> Under PD 442 (Labor Code of the Philippines, 1974) the OEDB and NSB were tasked to undertake the *systematic* overseas employment of landbased workers and seamen respectively, in excess of domestic needs. It provided for government control of the overseas employment industry and the eventual phaseout of private sector participation.

PD 1412 (1978) amended the Labor Code and reinstated private sector participation in overseas employment.

PD 1691 (1980) also amended the Labor Code and limited the OEDB to recruit and place workers for overseas employment on a government to government arrangement and in such other sectors as policy may dictate.

EO 797 (1982) consolidated the OEDB, NSB and the overseas functions of the Bureau of Employment Services into the Philippine Overseas Employment Administration (POEA)

<sup>36</sup> The POEA, NSO and BSP give out different figures of OFWs.

<sup>37</sup> As of October 1997.

<sup>38</sup> 53.5 percent.

<sup>39</sup> 17.5 percent in 1996.

<sup>40</sup> US\$ 8,400 for land-based workers and US\$ 1,306 for sea-based workers.

### **Credit Programs**

Llanto and Sanchez (1998) citing the Foundation for Development Cooperation (1992) state that the poor are actually good credit risks and that access to credit is the bigger problem than lowering its cost. To expand the poor's access to microcredit, the authors recommend the termination of government's subsidized credit programs which are inefficiently utilized and the consolidation of these funds into a wholesale fund for relending to the poor. They also call for the use of private financial intermediaries for the relending activities to exploit the competitive advantage of these institutions in addressing the information asymmetry and transaction cost problems inherent in credit markets. They also cite the importance of linking these microfinance institutions with the formal banking sector and of promoting cooperative banking.

## **VI. CHALLENGES IN POVERTY ALLEVIATION AND EQUITY PROMOTION**

### **Increasing rural poverty despite declining poverty incidence**

Poverty incidence has been steadily declining. From 44.2 percent of families in 1985, it went down to 39.9 percent in 1991 before finally settling to 32.1 percent in 1997. The reduction in poverty incidence was higher in urban areas than in rural areas.

Although the poverty incidence declined, the number of poor families increased by 198,000 during the same period. While the number of poor families in the urban areas went down by over 4,000, the poor in the rural areas even increased by 202,000 families.

These developments suggest the need to promote more vigorous growth, particularly in the rural areas.

### **Slow Pace of Improvement**

While significant progress has been achieved, the pace of improvement may not be fast enough. For instance, given the present economic downturn, it is not likely that we will meet our national interim target of 30% poverty incidence in 1998. It is not clear whether we can totally eradicate poverty by the year 2010 given the current rate of poverty reduction. Thus, unless we accelerate our poverty alleviation programs and achieve sustained economic growth over the next twelve years, there will still be poverty in our midst by the year 2010.

The same is true for access to safe water and sanitary toilet facilities. While we have experienced an increase in the proportion of families with access to these facilities to over 70% in 1994, the target of 100% coverage by the year 2000 may not be attained, given the current rate of improvement. The PAF allocation may,

however, speed up the provision of these basic facilities particularly in 5<sup>th</sup> and 6<sup>th</sup> class municipalities.

The Comprehensive Agrarian Reform Law has benefited about 1.4 million farm households. However, as of May 1997, only 65% of the targeted land has been given out to farmers. This is rather low, since the distribution of CARPable lands is supposed to be completed by 1998. It is not likely that the target 8.2 million hectares will be fully distributed by next year. Two reasons for the delay of the implementation of CARP are the observance of due process of law in land acquisition and distribution, and land valuation. Thus, there is a need to fast-track the acquisition and distribution of agricultural lands owned by private individuals.

### **Additional Sources of Social Development Financing**

In 1997, the Philippine government has allocated only 16.4% of its total budget on human priority expenditures which include basic education, primary health care, family planning and low-cost water supply and sanitation. On the other hand, international donors have allocated 14% of ODA commitments to human priority expenditures in 1995, way below the desired 20%.

More creative ways of social development financing need to be developed if we are to ensure the full implementation of the plans and programmes that have been drawn up. More advocacy will be required in order to convince the donor community and national and local government units to adopt the 20:20 initiative.

Since domestic resources will continue to provide the major source of financing, there is a need to identify additional sources. Manasan (1996) identified the three main sources of additional resources for the social sector to be the following: (i) increased revenues; (ii) intersectoral reallocation; and (iii) intrasectoral reallocation.

Without imposing new taxes or raising existing tax rates, increased revenues could be obtained from curbing of tax evasion, privatization, and improvement in the absorption of Official Development Assistance.

Additional funding for the social sectors could be sourced from intersectoral reallocation. Some strategies that have been proposed include: (a) policies to lower domestic interest rates; (b) rationalization of subsidies; and (c) restructuring of fiscal incentives.

Incremental resources for basic social services could also be generated from intrasectoral reallocation. Among the recommendations are the following: (a) reduced outlay for general administrative services for some departments due to devolution; (b) increased cost recovery in government facilities such as hospitals and state universities and colleges; and (c) improved efficiency of some government corporations to minimize subsidies to these corporations.

Increasing user charges in government hospitals need not hurt the poor as long as well-managed socialized pricing scheme is installed, considering that almost half of current users of government hospitals are above the poverty line.

There are other cost saving measures in the social sectors such as shifting to more cost-effective health interventions, improving internal efficiency of public schools, increasing community participation in the management of level 1 water and sanitation system.

In the case of the national budget, it was observed (Manasan, 1996) that congressional budget initiatives tend to favor economic activities at the expense of social service sectors. Thus, a case may be made for focusing our advocacy efforts in redirecting congressional initiatives towards human development priorities.

### **Nurturing the Growth of Informal Savings and Credit Schemes**

Because of their low and often unstable incomes, the poor have very limited access to the formal credit market. It is for this reason that they turn to the informal credit market for their extraordinary expenses. Under these less formal arrangements, usually taking the form of rotary savings, the peculiarities of poverty are fully taken into account. There are normally no stringent documentary requirements, no collateral, no fear of foreclosure, low or non-existent interest on loans, immediate provision of cash, and more frequent but lesser payments (Mangosing, 1995).

The most common of these rotary schemes is the *paluwagan* where neighbors within a community would agree to contribute a certain amount of money each day (or week) with each member getting all of the collections for the day (or week) until all members shall have taken their turns. A variant on the credit union scheme is also widely practiced. A group of individuals would contribute a start up amount and a lower fixed amount collected regularly. The collection then serves as a credit line for the members (and possibly non-members) who will be charged relatively lower than market rates. Written agreements are seldom formed for these arrangements. They are founded on sheer trust. The schemes work because everybody knows everybody within the small community. The saving schemes are usually for the purchase of capital assets, to start up a business, or for the schooling fees of their children. The government needs to explore the feasibility of linking these informal savings schemes with the formal finance system in order to expand the opportunities for the poor. Already, housing schemes making use of the informal sector are feasible (ibid.).

### **More Efficient and Effective Local Governance Structure**

The creation of an efficient and effective local governance structure for responding to the Philippine social development commitments will also be crucial, especially in the face of efforts to devolve central government functions to local government units.

Two major issues are involved here: (i) technical capability of LGUs to plan and implement social development projects; and (ii) financial capability of LGUs to undertake these projects.

Building the technical capability of LGUs to manage social reform projects should continue to receive priority.

Resource mobilization by LGUs also needs to be strengthened. Improvement in local taxation and adoption of user-charges are examples by which they can finance the devolved social services. At present, the national government continues to provide assistance for the financing of some of the devolved projects.

### Enhanced Targeting Schemes

Due to limited resources, it becomes critical to ensure that subsidy programs are targeted as much as possible. A targeting scheme that is able to direct assistance only to eligible beneficiaries is the ideal. In practice, however, the administrative costs of ensuring that there are no leakages may be so enormous that it becomes very difficult to achieve this. The installation of the community based information system to monitor the status of the population vis-a-vis its minimum basic needs would provide information that would facilitate targeting.

### Equity Effects of Macro Policies

Recognizing that some macroeconomic policies may adversely affect some segments of the population, it is necessary that we have a better understanding of the micro impacts of these macro policies. Further research in this area will help determine whether some macro policies need to be accompanied by safety nets to minimize the negative effects on the poor and the vulnerable groups.

## **VII. CONCLUDING REMARKS**

If we want to eradicate poverty by the year 2010, then an effective poverty alleviation strategy should be an integral component of the program of government.

The strategy should be focused on broad based economic growth to generate gainful employment and livelihood opportunities. This requires that the rural areas should participate equally in the growth process. This calls for an improvement in agricultural productivity since 40 percent of our workers are employed in this sector.

Another important element of the strategy is the continued provision of basic social services that have been proven effective in alleviating poverty. Some of these programs are education, health, supplemental feeding and rural infrastructure. Programs that will increase access of the poor to quality education and primary health care will be effective towards equalizing human capital.



Safety nets should still be pursued to assist the poor during the transition period. However, these should be targeted programs, appropriately designed to minimize leakages. The on-going improvement in poverty monitoring, particularly at the barangay level will be useful in reducing administrative costs that are associated with the implementation of these targeted programs. This will be primarily in the identification of eligible beneficiaries.

Table 1. Selected Philippine Socio-Economic Indicators, 1990-1997

INDICATORS	86	87	88	89	90	91	92	93	94	95	96	97	98	Remarks
<b>Macroeconomic Performance</b>														
GDP Growth	3.50	4.34	6.65	6.15	3.19	(0.63)	0.39	2.10	4.41	4.78	5.68	4.70	1.70	1Q98 Improved
GNP Growth	4.30	4.67	7.61	5.53	5.36	0.21	1.16	1.34	5.27	4.97	7.00	5.20	2.50	1Q98 Improved
Agriculture, Fishery and Forestry	3.95	3.26	3.83	3.02	0.52	0.95	0.09	1.99	3.38	0.83	3.07	2.80	3.60	1Q98 Deteriorated
Industry	2.34	3.97	8.97	7.19	2.98	(2.72)	(0.29)	1.60	5.75	7.00	6.29	5.70	1.30	1Q98 Improved
Service Sector	4.19	5.25	7.11	7.09	4.90	0.18	1.02	2.48	4.23	5.01	6.50	5.60	4.90	1Q98 Improved
Inflation Rate	(0.40)	3.05	8.94	12.18	14.18	18.74	8.95	7.59	9.08	8.06	8.48	5.06	7.90	M598
Food, % change (1988=100)	(1.60) <sup>PH</sup>	3.80 <sup>PH</sup>	10.00 <sup>PH</sup>	14.65	11.98	14.84	6.58	6.02	8.64	9.93	10.14	1.75	5.32	M598
Per capita GNP (constant 1985 prices)	10,342	10,612	11,109	11,476	11,727	11,528	11,422	11,450	11,456	11,743	12,543	12,911	3,105	1Q98 Improved
<b>Employment, Productivity and Earnings</b>														
Labor Force Participation Rate	63.8	65.7	65.4	64.6	64.5	64.5	65.0	64.7	64.4	65.6	65.8	65.5	68.6	2Q98
Unemployment Rate (October Round)	11.1	9.1	8.3	8.4	8.1	9.0	8.6	8.9	8.4	8.4	7.4	7.9	13.3	2Q98 Improved
Underemployment Rate (% to Employed) <sup>2f</sup>	-	24.2	23.3	23.3	22.1	22.1	19.8	21.4	20.9	19.8	19.4	20.8	21.0	2Q98 Improved
Share in Employment (%)														
Agriculture, Fishery and Forestry	49.5	-	46.1	-	45.2	45.3	45.4	45.8	44.7	43.5	42.7	40.8	38.7	2Q98
Industry	14.1	-	15.6	-	15.0	16.0	16.0	15.5	15.8	16.0	16.3	16.8	16.9	2Q98
Service Sector	36.4	-	38.3	-	39.7	38.7	38.5	38.7	39.5	40.4	41.0	42.5	44.5	2Q98
GVA per Worker (constant 1985 prices), end of period														
Agriculture, Fishery and Forestry	41,771	42,699	45,308	47,163	47,229	50,066	51,709	52,614	51,951	52,473	53,288	55,091		Improved
Mining and Quarrying	3,115	2,566	2,743	2,870	2,902	3,158	2,927	2,505	2,183	2,065	1,762	1,943		Deteriorated
Manufacturing	38,577	40,781	47,467	49,191	49,936	49,798	48,208	50,179	53,439	56,669	59,447	61,076		Improved
Electricity, Gas and Water	4,626	3,632	4,436	4,825	4,608	4,967	5,090	5,595	6,304	6,933	7,491	7,623		Improved
Construction	5,199	6,238	10,843	16,241	13,267	11,622	9,116	9,050	10,965	11,541	13,132	15,289		Improved
Wholesale and Retail Trade	24,781	25,679	27,794	30,142	31,573	31,713	32,375	33,219	34,570	36,507	38,502	39,833		Improved
Transportation, Storage and Communication	8,629	9,388	9,968	10,604	10,697	10,759	10,870	11,249	11,828	12,538	13,542	14,543		Improved
Financing, Insurance, Real Estate and Business Services	13,358	14,956	16,001	17,328	17,887	17,446	17,661	18,037	18,839	19,784	21,899	23,176		Improved
Community, Social and Personal Services	19,678	20,035	21,939	22,020	22,925	23,055	23,084	23,715	24,769	25,811	27,451	28,401		Improved
Wage rates or earnings (constant 1988 prices), % change <sup>3f</sup>														
Non-agricultural														
NCR		(4.78)	7.79	9.07	3.35	6.49	(10.90)	3.64	(4.27)	(5.89)	3.51	4.80		Improved
Outside NCR	67.55	64.32	69.33	75.62	78.2	83.2	74.2	76.9	73.6	69.2	71.7	75.1		Improved
Agricultural	62.78	62.81	69.33	73.28	74.3	69.4	64.3	66.4	65.9	59.3	59.1	65.4		Improved
Plantation		(0.10)	11.79	9.76	5.44	(1.70)	(8.64)	4.77	(10.98)	(6.86)	1.05	15.20		Improved
Non Plantation	52.38	52.33	58.5	64.21	67.7	66.6	60.8	63.7	56.7	52.8	53.4	61.5		Improved
	40.03	40.15	47.12	49.24	49.5	50.7	48.5	50.5	48.1	45.3	48.0	51.4		Improved

INDICATORS	86	87	88	89	90	91	92	93	94	95	96	97	98	Remarks
<b>Human Development</b>														
Population growth	2.43	2.43	2.37	2.35	2.3	2.3	2.3	2.3	2.5	2.4	2.3	2.3		
Literacy rate					89.7	-	90.4	-	93.9	-	-	-		Improved
Life Expectancy	63.4	63.7	64	64.3	64.6	-	67.5	67.9	68.3	68.7	69.1	-		Improved
Morbidity Rate (per 100,000 population)														
Bronchitis	1,076	600	1,293	1,487	1,580	1,519	1,179	1,348.9	-	-	-	-		Deteriorated
Diarrhea	987	349	1,090	1,234	1,521	1,703	1,587	1,996.7	-	-	-	-		Deteriorated
Influenza	710	166	982	1,288	878	788	781	909.0	-	-	-	-		Deteriorated
Mortality Rate (per 1,000 population)	5.8	5.8	5.5	5.4	5.1	4.7	4.9	4.8	4.8					
Infant Mortality Rate (per 1,000 live births)	63	-	-	-	57	55	54	52	50	49	47	-		Improved
Child Mortality Rate	-	-	-	-	24	23	22	21	20	19	-	-		Improved
Under Five Mortality Rate	-	-	-	-	80	77	74	72	69	67	-	-		Improved
Maternal Mortality Rate	-	-	-	-	209	203	197	191	186	180	-	-		Improved
Malnutrition among Pre-School Children (%)	-	-	-	-	-	-	14.0	-	-	-	6.9	-		Improved
<b>Bottom 30% of Families</b>														
Housing														
Improvised	-	-	-	-	-	2.4	-	-	1.1	-	-	-		Improved
Strong roof	-	-	-	-	-	26.8	-	-	24.6	-	-	-		Deteriorated
Strong walls	-	-	-	-	-	24.7	-	-	22.3	-	-	-		Deteriorated
Access to Safe Water	-	-	-	-	-	28.8	-	-	29.2	-	-	-		Improved
Access to Sanitary Toilet Facilities	-	-	-	-	-	54.9	-	-	55.7	-	-	-		Improved
Access to Electricity	-	-	-	-	-	35.4	-	-	36.3	-	-	-		Improved
Per Capita Food Supply (Calories per day, % of sufficiency)					128.5	120.7	125.5	-	-	-	-	-		Improved

<sup>FB</sup> Food and Beverages

<sup>97</sup> 97 Underemployment rate as of July, end-of-period underemployment rates for previous years

<sup>h/</sup> Legislated Wage Rate (peso/day)

Table 2. Human Development Targets for 1998

Indicator	Annual Average 1987-92	1998 Target		Change in Target
		Original MTPDP	Updated MTPDP	
Per Capita GNP (constant 1985 pesos)	11,320	14,541	13,714	(827)
Unemployment Rate	9.8	6.6	7.3	0.7
Jobs Created Annually (in thousands)	781	1,100	1,067	(33)
Life Expectancy at Birth (years)	64.58	69.7	69.7	-
Infant Mortality Rate (per 1,000 live births)	58.35	49.4	44.3	(5.1)
Crude Death Rate (per 1,000 population)	7.3	5.7	6.2	0.5
Crude Birth Rate (per 1,000 population)	31.68	24.5	27.6	3.1
Maternal Mortality Rate per 1,000 live births)	0.81	0.6	0.6	-
Population Growth Rate	2.39	1.92	2.2	0.28
Total Fertility Rate	4.04	2.91	3.5	0.6
Contraceptive Prevalence Rate	41.4	42.8	42.8	-
Preschool children who are moderately and severely underweight	14.0	8.4	5.9	(2.5)
Schoolchildren aged 7-10 who are moderately and severely underweight	13.9	8.4	4.9	(3.5)
Per capita energy intake (kilocalories)	1,753	1,977	1,977	-
Proportion of households with energy intake less than 100 % adequacy level	69.2	47.1	n.a.	n.a.
Prevalence of anemia among infants	70.4	64.5	42.2	(22.3)
Prevalence of Vitamin A deficiency among preschool children	0.2	0.04	0.03	(0.01)
Prevalence of iodine deficiency disorders/goiter	3.5	0.5	2.0	1.5
Percentage of abandoned children in government custody given adoptive placement	n.a.	n.a.	50	n.a.
Percentage of abandoned children given substitute parental care arrangement	n.a.	n.a.	45	n.a.
Children aged 10-14 working in hazardous occupations (percent reduction)	n.a.	n.a.	50	n.a.
Percentage of children displaced by armed conflict provided with basic social welfare services	n.a.	n.a.	50	n.a.
Literacy Rate	89.8	96.5	98.0	1.5
Functional Literacy Rate	60.5	84.4	84.2	(0.2)
Elementary Achievement Rate	55.2	72.0	52.6	(19.4)
Households provided with units of housing assistance	80,699	316,756	279,611	(37,145)
Percentage of housing needs met	14.8	51.3	51.3	0.0
Proportion of ultra-poor families provided with basic welfare services (%)	n.a.	89	n.a.	n.a.

Sources : Medium-Term Philippine Development Plan : 1993-98

Update Medium-Term Philippine Development Plan : 1996-98

Table 3. Human Development Indicators of selected Asean Countries

	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996
<b>Low-Birth-Weight Infants (%)</b>											
Indonesia	-	-	14.0	-	14.0	-	-	-	14.0	-	-
Malaysia	-	-	10.0	-	10.0	-	-	-	8.0	-	-
Philippines	-	-	18.0	-	15.0	-	-	-	15.0	-	-
Singapore	-	-	6.0	-	7.0	-	-	-	7.0	-	-
Thailand	-	-	12.0	-	13.0	-	-	-	13.0	-	-
<b>Crude Death Rate (per 1,000 population)</b>											
Indonesia	-	-	11.0	9.0	8.9	9.0	8.4	8.5	8.0	-	-
Malaysia	-	-	6.0	5.0	5.3	5.0	5.1	5.1	5.0	-	-
Philippines	-	-	8.0	7.0	7.4	7.0	7.0	6.9	6.8	-	-
Singapore	-	-	6.0	5.0	5.4	5.0	5.7	5.8	4.8	-	-
Thailand	-	-	7.0	7.0	6.8	6.0	6.1	6.1	6.1	-	-
<b>Infant Mortality Rate (per 1,000 livebirths)</b>											
Indonesia	-	-	84.0	73.0	71.0	68.0	58.0	-	53.0	-	-
Malaysia	-	-	24.0	23.0	22.0	15.0	13.0	-	12.0	-	-
Philippines	-	-	44.0	44.0	43.0	42.0	44.0	-	55.0	-	-
Singapore	-	-	9.0	8.0	8.0	7.0	6.0	-	5.0	-	-
Thailand	-	-	38.0	27.0	26.0	28.0	37.0	-	29.0	-	-
<b>Access to Health Services (%)</b>											
Indonesia	-	-	-	-	-	80	-	80	-	80	-
Malaysia	-	-	-	-	-	90	-	-	-	-	-
Philippines	-	-	-	-	-	75	-	76	-	76	-
Singapore	-	-	-	-	-	100	-	100	-	100	-
Thailand	-	-	-	-	-	70	-	90	-	90	-
<b>Access to Safe Water (%)</b>											
Indonesia	-	-	-	-	-	51	-	51	-	62	-
Malaysia	-	-	-	-	-	72	-	78	-	78	-
Philippines	-	-	-	-	-	82	-	82	-	85	-
Singapore	-	-	-	-	-	100	-	100	-	100	-
Thailand	-	-	-	-	-	76	-	77	-	86	-
<b>Access to Sanitary Toilet (%)</b>											
Indonesia	-	-	-	-	-	44	-	44	-	51	-
Malaysia	-	-	-	-	-	94	-	94	-	94	-
Philippines	-	-	-	-	-	69	-	69	-	69	-
Singapore	-	-	-	-	-	96	-	99	-	99	-
Thailand	-	-	-	-	-	74	-	74	-	74	-

Source: UNDP Human Development Report

\* Source : World Bank

\*\* Source : Asian Development Bank Annual Report

**NOTES :**

- data not available

/1 figures for the year are the average of the period starting 1985

/2 figures for the year are the average of the period starting 1988

figures in italics are from the World Development Report

Table 4. Human Development Ranking of Selected Asean Countries

	Per Capita GDP (PPP), US \$ constant	Unemployment Rate (%)	Earnings per employee	Adult Literacy Rate (%)	Mean Years of Schooling	Life Expectancy at Birth	Low Birth Weight Infants (%)	Crude death rate (per 1,000 population)	Infant Mortality Rate (per 1,000 liveb.	Access to Health Services (%)	Access to Safe Water (%)	Access to Sanitary Toilet (%)	OVER-ALL RANKING	OVER-ALL RANKING
Indonesia	4	1	3	4	3	5	4	5	4	4	5	5	3.9	5
Malaysia	2	3	4	5	2	2	2	2	2		4	2	2.7	2
Philippines	5	4	1	1	1	4	5	4	5	3	3	4	3.3	4
Singapore	1	2	2	3	4	1	1	1	1	1	1	1	1.6	1
Thailand	3			2	5	3	3	3	3	2	2	3	2.9	3

Table 5. Poverty Incidence of Families , By Region and Urbanity, 1985-1997

Region	Total						
	1985	1988	1991	1994	1997 p/	Reduction 1985-1994	Reduction 1985-1997
Philippines	44.2	40.2	39.9	35.5	32.1	8.7	12.1
NCR	23.0	21.6	13.2	8.0	7.1	15.0	15.9
Areas Outside NCR	47.5	43.1	44.2	39.9	36.2	7.6	11.3
CAR	--	41.9	48.8	51.0	42.3	--	--
1 - Ilocos Region	37.5	44.9	48.4	47.9	37.6	(10.4)	(0.1)
2 - Cagayan Valley	37.8	40.4	43.3	35.5	31.6	2.3	6.2
3 - Central Luzon	27.7	29.3	31.1	25.2	16.8	2.5	10.9
4 - Southern Tagalog	40.3	41.1	37.9	29.7	25.7	10.6	14.6
5 - Bicol Region	60.5	54.5	55.0	55.1	50.1	5.4	10.4
6 - Western Visayas	59.9	49.4	45.3	43.0	41.6	16.9	18.3
7 - Central visayas	57.4	46.8	41.7	32.7	34.2	24.7	23.2
8 - Eastern Visayas	59.0	48.9	40.1	37.9	40.7	21.1	18.3
9 - Western Mindanao	54.3	38.7	49.7	44.7	39.8	9.6	14.5
10 - Northern Mindanao	53.1	46.1	53.0	49.2	46.8	3.9	6.3
11 - Southern Mindanao	43.9	43.1	46.2	40.3	37.9	3.6	6.0
12 - Central Mindanao	51.7	36.1	57.0	54.7	49.1	(3.0)	2.6
ARMM	--	--	50.7	60.0	58.6	--	--

p- preliminary results of the 1997 FIES

Source : Economic and Social Statistics Office,  
National Statistical Coordination Board

Table 5. Poverty Incidence of Families

Region	Urban						
	1985	1988	1991	1994	1997 p/	Reduction 1985-1994	Reduction 1985-1997
Philippines	33.6	30.1	31.1	24.0	18.5	9.6	15.1
NCR	23.0	21.6	13.2	8.0	7.1	15.0	15.9
Areas Outside NCR	39.3	34.8	38.0	30.1	23.2	9.2	16.1
CAR	--	42.5	24.4	23.9	25.8	--	--
1 - Ilocos Region	39.0	41.0	47.4	46.6	27.6	(7.6)	11.4
2 - Cagayan Valley	36.2	42.3	44.9	31.3	14.0	4.9	22.2
3 - Central Luzon	24.9	27.0	29.5	23.4	15.7	1.5	9.2
4 - Southern Tagalog	33.2	31.5	29.7	19.8	36.6	13.4	(3.4)
5 - Bicol Region	42.1	49.3	60.0	40.7	27.3	1.4	14.8
6 - Western Visayas	51.5	38.9	36.4	30.5	19.0	21.0	32.5
7 - Central visayas	47.7	31.1	29.4	25.3	29.7	22.4	18.0
8 - Eastern Visayas	52.5	41.1	38.8	30.8	26.0	21.7	26.5
9 - Western Mindanao	47.5	34.5	45.4	34.9	34.6	12.6	12.9
10 - Northern Mindanao	49.7	40.9	44.9	40.8	26.6	8.9	23.1
11 - Southern Mindanao	37.4	29.4	42.4	28.5	35.9	8.9	1.5
12 - Central Mindanao	42.5	40.9	53.9	50.7	14.0	(8.2)	28.5
ARMM	--	--	62.5	63.9	58.6	--	--

p- preliminary results of the 1997 FIES

Source : Economic and Social Statistics Office,  
National Statistical Coordination Board



Table 5. Poverty Incidence of Families

Region	Rural						
	1985	1988	1991	1994	1997 p/	Reduction 1985-1994	Reduction 1985-1997
Philippines	50.7	46.3	48.6	47.0	44.4	3.7	6.3
NCR	--	--	--	--	--	--	--
Areas Outside NCR	50.7	46.3	48.6	47.0	43.0	3.7	7.7
CAR	--	41.7	59.6	63.2	55.0	--	--
1 - Ilocos Region	37.1	46.0	49.1	48.7	43.0	(11.6)	(5.9)
2 - Cagayan Valley	38.1	40.1	42.8	36.9	32.7	1.2	5.4
3 - Central Luzon	29.7	30.9	33.4	27.8	20.5	1.9	9.2
4 - Southern Tagalog	44.5	46.1	46.6	40.4	37.0	4.1	7.5
5 - Bicol Region	65.3	55.9	52.8	61.4	55.0	3.9	10.3
6 - Western Visayas	63.1	53.5	50.9	50.9	49.9	12.2	13.2
7 - Central visayas	61.8	54.2	51.4	38.7	46.0	23.1	15.8
8 - Eastern Visayas	60.7	51.2	40.6	40.8	44.7	19.9	16.0
9 - Western Mindanao	55.6	39.6	51.9	49.8	45.8	5.8	9.8
10 - Northern Mindanao	54.3	48.0	59.5	56.3	55.2	(2.0)	(0.9)
11 - Southern Mindanao	47.4	50.9	49.5	50.6	45.1	(3.2)	2.3
12 - Central Mindanao	53.7	35.1	58.7	56.9	54.6	(3.2)	(0.9)
ARMM	--	--	47.2	59.0	58.6	--	--

p- preliminary results of the 1997 FIES

Source : Economic and Social Statistics Office,  
National Statistical Coordination Board

Table 6. Poverty Incidence of Population, By Region and Urbanity, 1985-1994

Region	Total					Urban					Rural				
	1985	1988	1991	1994	Reduction 1985-1994	1985	1988	1991	1994	Reduction 1985-1994	1985	1988	1991	1994	Reduction 1985-1994
Philippines	49.3	45.5	45.3	40.6	8.7	37.9	34.3	35.6	28.0	9.9	56.4	52.3	55.1	53.1	3.3
NCR	27.2	25.2	16.7	10.5	16.7	27.2	25.2	16.7	10.2	17.0	--	--	--	--	--
Areas Outside NCR	52.8	48.7	49.9	45.5	7.3	43.9	39.5	42.8	34.8	9.1	56.4	52.3	55.1	47.0	9.4
CAR	--	50.7	55.4	56.4	--	--	50.0	29.9	29.2	--	--	50.9	66.9	68.2	--
1 - Ilocos Region	43.5	51.7	55.3	53.6	(10.1)	45.8	47.3	54.3	54.0	(8.2)	42.8	53.1	55.9	53.3	(10.5)
2 - Cagayan Valley	42.7	44.6	48.9	42.1	0.6	40.5	48.6	50.2	37.6	2.9	43.1	43.9	48.4	43.6	(0.5)
3 - Central Luzon	32.2	33.8	35.5	29.2	3.0	28.8	30.0	33.8	27.4	1.4	34.7	36.4	37.9	31.7	3.0
4 - Southern Tagalog	45.7	46.6	43.2	34.9	10.8	37.3	36.4	34.4	23.9	13.4	50.7	51.9	52.5	46.9	3.8
5 - Bicol Region	67.6	61.4	61.3	60.8	6.8	49.9	52.7	64.5	46.4	3.5	72.0	63.6	60.0	66.9	5.1
6 - Western Visayas	66.5	56.6	52.9	49.9	16.6	56.2	45.8	41.2	35.4	20.8	70.5	60.8	60.3	58.8	11.7
7 - Central visayas	61.9	52.1	46.7	37.5	24.4	51.5	35.1	32.5	29.7	21.8	67.1	60.5	58.3	43.9	23.2
8 - Eastern Visayas	65.2	54.7	47.1	44.8	20.4	57.0	44.4	45.1	33.6	23.4	67.5	58.0	47.9	49.3	18.2
9 - Western Mindanao	60.0	43.7	54.4	50.6	9.4	54.2	37.3	49.6	39.2	15.0	61.1	45.0	56.8	56.5	4.6
10 - Northern Mindanao	56.7	50.2	57.4	54.1	2.6	53.4	44.6	49.1	44.4	9.0	57.8	52.1	64.3	62.0	(4.2)
11 - Southern Mindanao	49.7	48.9	51.6	45.6	4.1	42.6	33.9	46.8	32.2	10.4	53.5	57.0	55.9	57.0	(3.5)
12 - Central Mindanao	56.3	41.0	63.1	58.7	(2.4)	45.4	48.1	59.6	55.8	(10.4)	58.8	39.7	65.2	60.3	(1.5)
ARMM	--	--	56.0	65.3	--	--	--	68.2	68.8	--	--	--	52.2	64.3	--

Source : Economic and Social Statistics Office,  
National Statistical Coordination Board

Table 7. Subsistence Incidence of Families , By Region and Urbanity, 1985-1997

Region	Total						
	1985	1988	1991	1994	1997 p/	Reduction 1985-1994	Reduction 1985-1997
Philippines	24.4	20.3	20.4	18.1	16.5	6.3	7.9
NCR	6.0	5.0	2.1	0.7	0.8	5.3	5.2
Areas Outside NCR	27.2	22.7	23.3	20.8	19.0	6.4	8.2
CAR	--	16.4	31.8	27.7	24.9	--	--
1 - Ilocos Region	15.5	19.6	24.6	23.5	18.7	(8.0)	(3.2)
2 - Cagayan Valley	19.1	18.4	20.1	16.8	13.9	2.3	5.2
3 - Central Luzon	11.6	10.2	11.1	9.4	5.1	2.2	6.5
4 - Southern Tagalog	20.3	21.7	17.1	13.3	10.8	7.0	9.5
5 - Bicol Region	37.4	31.5	31.6	32.9	30.6	4.5	6.8
6 - Western Visayas	33.6	25.9	21.8	22.2	20.4	11.4	13.2
7 - Central visayas	39.6	27.6	23.3	17.3	20.4	22.3	19.2
8 - Eastern Visayas	42.4	31.2	26.1	23.4	25.6	19.0	16.8
9 - Western Mindanao	34.6	22.8	28.0	25.9	20.2	8.7	14.4
10 - Northern Mindanao	33.4	27.2	33.6	30.0	26.6	3.4	6.8
11 - Southern Mindanao	23.3	24.0	26.2	21.2	21.8	2.1	1.5
12 - Central Mindanao	29.6	16.8	34.3	32.6	30.8	(3.0)	(1.2)
ARMM	--	--	26.7	25.3	28.8	--	--

p - preliminary results of the 1997 FIES

Source : Economic and Social Statistics Office,  
National Statistical Coordinat

Table 7. Subsistence Incidence of Families

Region	Urban						
	1985	1988	1991	1994	1997 p/	Reduction 1985-1994	Reduction 1985-1997
Philippines	15.2	12.1	14.3	10.4	7.2	4.8	8.0
NCR	6.0	5.0	2.1	0.7	0.1	5.3	5.9
Areas Outside NCR	20.2	16.1	19.0	14.2	9.9	6.0	10.3
CAR	--	18.1	12.2	11.4	5.7	--	--
1 - Ilocos Region	16.2	18.2	25.5	22.5	11.7	(6.3)	4.5
2 - Cagayan Valley	16.5	23.6	24.7	16.2	12.5	0.3	4.0
3 - Central Luzon	10.3	9.8	10.5	8.5	3.8	1.8	6.5
4 - Southern Tagalog	13.6	14.0	11.4	7.4	5.1	6.2	8.5
5 - Bicol Region	23.6	26.6	37.9	20.2	17.0	3.4	6.6
6 - Western Visayas	31.0	18.2	16.5	15.1	10.6	15.9	20.4
7 - Central visayas	27.5	13.2	15.8	13.2	9.4	14.3	18.1
8 - Eastern Visayas	34.7	22.0	23.3	14.8	16.8	19.9	17.9
9 - Western Mindanao	30.0	17.5	23.3	16.8	8.7	13.2	21.3
10 - Northern Mindanao	28.6	18.9	28.0	22.7	16.4	5.9	12.2
11 - Southern Mindanao	17.1	14.6	23.7	13.9	13.2	3.2	3.9
12 - Central Mindanao	23.0	19.8	27.7	29.9	19.5	(6.9)	3.5
ARMM	--	--	30.9	26.8	31.1	--	--

p - preliminary results of the 1997 FIES

Source : Economic and Social Statistics Office,  
National Statistical Coordination Board

Table 7. Subsistence Incidence of Families

Region	Rural						
	1985	1988	1991	1994	1997 p/	Reduction 1985-1994	Reduction 1985-1997
Philippines	30.0	25.3	26.4	25.6	24.8	4.4	5.2
NCR	--	--	--	--	--	--	--
Areas Outside NCR	30.0	25.3	26.4	25.6	24.8	4.4	5.2
CAR	--	15.9	40.5	35.1	33.5	--	--
1 - Ilocos Region	15.4	20.0	24.0	24.1	21.9	(8.7)	(6.5)
2 - Cagayan Valley	19.5	17.5	18.7	17.0	24.3	2.5	(4.8)
3 - Central Luzon	12.6	10.6	12.0	10.8	6.7	1.8	5.9
4 - Southern Tagalog	24.4	25.7	23.1	19.6	27.1	4.8	(2.7)
5 - Bicol Region	41.0	32.8	28.8	38.4	35.6	2.6	5.4
6 - Western Visayas	34.5	28.8	25.1	25.7	26.2	8.8	8.3
7 - Central visayas	45.1	34.4	29.3	20.3	28.9	24.8	16.2
8 - Eastern Visayas	44.4	33.9	27.3	26.3	28.8	18.1	15.6
9 - Western Mindanao	35.5	23.9	30.3	30.5	25.2	5.0	10.3
10 - Northern Mindanao	35.1	30.1	38.1	36.1	33.5	(1.0)	1.6
11 - Southern Mindanao	26.7	29.4	28.3	27.6	27.2	(0.9)	(0.5)
12 - Central Mindanao	31.0	16.2	37.9	34.1	35.5	(3.1)	(4.5)
ARMM	--	--	25.5	24.8	28.2	--	--

p - preliminary results of the 1997 FIES

Source : Economic and Social Statistics Office,  
National Statistical Coordination Board

Table 8. Subsistence Incidence of Population, By Region and Urbanity, 1985-1994

Region	Total					Urban					Rural				
	1985	1988	1991	1994	Reduction 1985-1994	1985	1988	1991	1994	Reduction 1985-1994	1985	1988	1991	1994	Reduction 1985-1994
Philippines	28.5	24.3	24.3	21.8	6.7	17.8	14.4	17.0	12.8	5.0	35.2	30.4	31.7	30.8	4.4
NCR	7.1	6.3	2.8	1.0	6.1	7.1	6.3	2.8	1.0	6.1	--	--	--	--	--
Areas Outside NCR	31.9	27.2	27.8	25.1	6.8	23.9	19.1	22.4	17.3	6.6	35.2	30.4	31.7	30.8	4.4
CAR	--	21.7	36.1	30.8	--	--	22.6	15.5	13.9	--	--	21.4	45.5	38.1	--
1 - Ilocos Region	19.6	24.6	29.4	28.1	(8.5)	20.0	23.2	30.0	27.1	(7.1)	19.5	25.0	29.1	28.8	(9.3)
2 - Cagayan Valley	22.3	22.8	24.6	21.8	0.5	20.3	27.6	29.6	20.7	(0.4)	22.6	21.9	22.9	22.2	0.4
3 - Central Luzon	13.8	12.5	13.2	11.5	2.3	12.2	11.5	12.4	10.5	1.7	15.1	13.5	14.2	12.8	2.3
4 - Southern Tagalog	24.2	26.1	20.8	16.6	7.6	16.5	16.9	14.1	9.7	6.8	28.7	30.8	27.9	24.0	4.7
5 - Bicol Region	44.4	37.8	36.8	37.8	6.6	28.9	30.7	42.7	23.5	5.4	48.4	39.6	34.3	43.9	4.5
6 - Western Visayas	40.7	31.6	27.6	28.0	12.7	36.5	22.4	19.7	19.2	17.3	42.3	35.2	32.6	33.3	9.0
7 - Central visayas	45.5	31.7	27.4	20.9	24.6	32.4	51.0	17.7	16.0	16.4	52.0	40.0	35.3	25.0	27.0
8 - Eastern Visayas	48.5	37.5	32.7	28.6	19.9	37.7	24.6	28.2	17.3	20.4	52.0	41.6	34.6	33.3	18.7
9 - Western Mindanao	48.4	27.6	32.2	30.5	17.9	35.6	20.0	25.9	19.9	15.7	41.3	29.3	35.5	36.0	5.3
10 - Northern Mindanao	37.4	38.7	38.4	35.5	1.9	32.5	21.7	32.0	26.6	5.9	39.1	33.7	43.8	42.7	(3.6)
11 - Southern Mindanao	27.8	28.2	30.1	25.1	2.7	20.5	16.6	27.0	16.1	4.4	31.7	34.6	32.9	32.9	(1.2)
12 - Central Mindanao	33.4	20.4	40.3	38.3	(4.9)	26.0	24.8	34.2	35.4	(9.4)	35.1	19.6	43.9	39.9	(4.8)
ARMM	--	--	30.5	29.9	--	--	--	35.9	31.3	--	--	--	28.8	29.4	--

Source : Economic and Social Statistics Office,  
National Statistical Coordination Board

Table 9. Magnitude of Poor Families

Region	Urban						
	1985	1988	1991	1994	1997 p/	Increase 1985-1994	Increase 1985-1997
Philippines	1,250,398	1,198,555	1,847,579	1,521,882	1,246,173	271,484	(4,225)
NCR	301,973	310,284	217,602	141,671	140,793	(160,302)	(161,180)
Areas Outside NCR	948,424	888,271	1,629,977	1,380,211	1,105,379	431,787	156,955
CAR	--	21,424	17,108	17,876	11,171	--	--
1 - Ilocos Region	63,572	58,058	123,391	127,696	63,159	64,124	(413)
2 - Cagayan Valley	23,808	26,967	53,463	39,752	34,423	15,944	10,615
3 - Central Luzon	99,401	117,073	207,640	176,104	112,047	76,703	12,646
4 - Southern Tagalog	162,671	139,630	248,011	177,658	160,123	14,987	(2,548)
5 - Bicol Region	57,701	76,727	150,024	108,520	94,898	50,819	37,197
6 - Western Visayas	125,022	102,487	150,091	132,975	125,459	7,953	437
7 - Central visayas	118,229	82,236	117,144	106,594	86,806	(11,635)	(31,423)
8 - Eastern Visayas	63,260	55,142	74,491	62,076	59,951	(1,184)	(3,309)
9 - Western Mindanao	37,178	32,129	72,745	59,490	44,171	22,312	6,993
10 - Northern Mindanao	72,790	63,904	138,112	134,934	115,777	62,144	42,987
11 - Southern Mindanao	92,102	78,447	163,415	118,044	104,205	25,942	12,103
12 - Central Mindanao	32,690	34,047	70,292	70,825	47,777	38,135	15,087
ARMM	--	--	44,050	47,668	45,412	--	--

p - preliminary results of the 1997 FIES

Source : Economic and Social Statistics Office

National Statistical Coordination Bo

Table 9. Magnitude of Poor Families

Region	Rural						
	1985	1988	1991	1994	1997 p/	Increase 1985-1994	Increase 1985-1997
Philippines	3,104,655	3,031,929	2,933,286	3,009,288	3,307,215	(95,367)	202,560
NCR	--	--	--	--	--	--	--
Areas Outside NCR	3,104,655	3,031,929	2,933,286	3,009,288	3,307,215	(95,367)	202,560
CAR	--	68,147	93,922	105,065	98,475	--	--
1 - Ilocos Region	203,472	222,336	201,754	210,632	229,605	7,160	26,133
2 - Cagayan Valley	151,037	150,105	158,375	145,956	151,345	(5,081)	308
3 - Central Luzon	165,411	187,240	164,177	145,108	129,818	(20,303)	(35,593)
4 - Southern Tagalog	362,168	387,730	364,203	336,869	338,413	(25,299)	(23,755)
5 - Bicol Region	347,051	325,796	302,753	375,434	390,201	28,383	43,150
6 - Western Visayas	403	370,422	334,414	354,818	394,741	354,415	394,338
7 - Central visayas	331,531	306,334	260,303	205,294	270,909	(126,237)	(60,622)
8 - Eastern Visayas	271,491	237,811	190,415	200,784	245,799	(70,707)	(25,692)
9 - Western Mindanao	231,694	176,581	165,276	167,769	177,158	(63,925)	(54,536)
10 - Northern Mindanao	227,436	215,996	225,118	226,123	269,560	(1,313)	42,124
11 - Southern Mindanao	217,427	239,670	219,953	239,572	275,139	22,145	57,712
12 - Central Mindanao	192,862	143,761	139,165	145,450	172,749	(47,412)	(20,113)
ARMM	--	--	113,457	150,413	163,301	--	--

p - preliminary results of the 1997 FIES

Source : Economic and Social Statistics Office

National Statistical Coordination Bo



Table 9. Magnitude of Poor Families , By Region and Urbanity, 1985-1997

Region	Total						
	1985	1988	1991	1994	1997 p/	Increase 1985-1994	Increase 1985-1997
Philippines	4,355,052	4,230,484	4,780,865	4,531,170	4,553,387	176,118	198,335
NCR	301,973	310,284	217,602	141,671	140,793	(160,302)	(161,180)
Areas Outside NCR	4,053,079	3,920,200	4,563,263	4,389,499	4,412,594	336,420	359,515
CAR	--	89,572	111,030	122,942	109,651	--	--
1 - Ilocos Region	267,044	280,394	325,145	338,327	292,763	71,283	25,719
2 - Cagayan Valley	174,844	177,072	211,839	185,708	185,767	10,864	10,923
3 - Central Luzon	264,811	304,313	371,817	321,212	241,865	56,401	(22,946)
4 - Southern Tagalog	524,839	527,360	612,213	514,527	498,536	(10,312)	(26,303)
5 - Bicol Region	404,751	402,522	452,777	483,954	485,098	79,203	80,347
6 - Western Visayas	528,098	472,909	484,505	487,794	520,199	(40,304)	(7,899)
7 - Central visayas	449,760	388,571	377,448	311,889	357,715	(137,871)	(92,045)
8 - Eastern Visayas	334,751	292,953	264,906	262,859	305,747	(71,892)	(29,004)
9 - Western Mindanao	268,872	208,710	238,022	227,259	221,330	(41,613)	(47,542)
10 - Northern Mindanao	300,226	279,900	363,231	361,057	385,337	60,831	85,111
11 - Southern Mindanao	309,532	318,117	383,368	357,615	379,344	48,083	69,812
12 - Central Mindanao	225,551	177,807	209,458	216,275	220,526	(9,276)	(5,025)
ARMM	--	--	157,507	198,081	208,714	--	--

p - preliminary results of the 1997 FIES

Source : Economic and Social Statistics Office,  
National Statistical Coordination Board

Table 10. Magnitude of Poor Population , By Region and Urbanity, 1985-1994

Region	Total				
	1985	1988	1991	1994	Increase 1985-1994
Philippines	26,231,305	25,005,345	28,119,758	27,274,205	1,042,900
NCR	2,020,681	1,909,886	1,439,613	975,263	(1,045,418)
Areas Outside NCR	24,210,623	23,095,459	26,680,145	26,298,942	2,088,319
CAR	--	536,434	674,718	746,562	--
1 - Ilocos Region	1,666,240	1,650,993	1,928,391	1,971,779	305,539
2 - Cagayan Valley	1,054,753	961,787	1,156,072	1,093,828	39,075
3 - Central Luzon	1,702,498	1,835,976	2,239,856	2,046,167	343,669
4 - Southern Tagalog	3,056,870	3,085,179	3,579,228	3,058,538	1,668
5 - Bicol Region	2,429,834	2,430,346	2,707,612	2,869,319	439,485
6 - Western Visayas	3,141,597	2,864,736	2,964,722	3,011,027	(130,570)
7 - Central visayas	2,520,332	2,154,799	2,071,808	1,801,745	(718,587)
8 - Eastern Visayas	1,868,909	1,654,830	1,532,526	1,563,152	(305,757)
9 - Western Mindanao	1,638,548	1,258,269	1,347,962	1,360,155	(278,393)
10 - Northern Mindanao	1,830,198	1,618,657	2,092,823	2,143,280	313,082
11 - Southern Mindanao	1,942,354	1,933,694	2,240,911	2,198,352	255,998
12 - Central Mindanao	1,358,491	1,109,761	1,233,513	1,272,616	(85,875)
ARMM	--	--	910,003	1,162,423	--

Source : Economic and Social Statistics Office,  
National Statistical Coordination Board

Table 10. Magnitude of Poor Population

Region	Urban				
	1985	1988	1991	1994	Increase 1985-1994
Philippines	7,792,304	7,154,196	11,037,596	9,367,867	1,575,563
NCR	2,020,681	1,909,886	1,439,613	975,293	(1,045,388)
Areas Outside NCR	5,771,623	5,244,310	9,597,983	8,392,574	2,620,951
CAR	--	122,181	113,784	116,144	--
1 - Ilocos Region	422,139	360,993	761,444	786,752	364,613
2 - Cagayan Valley	143,966	152,186	297,162	240,794	96,828
3 - Central Luzon	651,173	667,877	1,233,703	1,122,111	470,938
4 - Southern Tagalog	926,677	819,370	1,467,829	1,086,638	159,961
5 - Bicol Region	363,314	433,181	860,109	658,462	295,148
6 - Western Visayas	752,414	648,921	892,306	812,689	60,275
7 - Central visayas	694,648	482,712	645,534	647,066	(47,582)
8 - Eastern Visayas	364,802	325,371	444,102	340,623	(24,179)
9 - Western Mindanao	241,721	191,803	421,084	360,629	118,908
10 - Northern Mindanao	429,664	364,144	814,643	787,480	357,816
11 - Southern Mindanao	577,356	473,533	951,309	717,621	140,265
12 - Central Mindanao	203,749	202,037	434,675	428,638	224,889
ARMM	--	--	260,300	286,927	--

Source : Economic and Social Statistics Office,  
National Statistical Coordination Board

Table 10. Magnitude of Poor Population

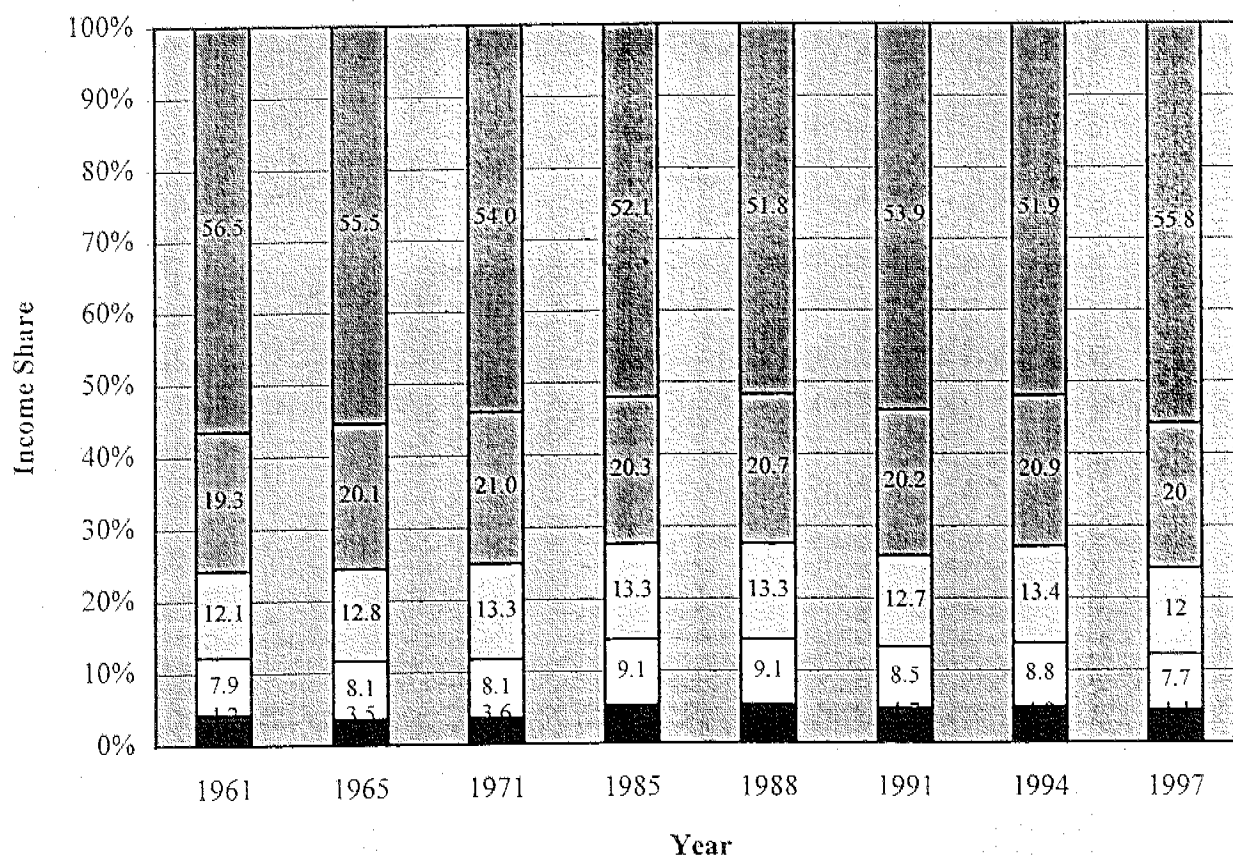
Region	Rural				
	1985	1988	1991	1994	Increase 1985-1994
Philippines	18,439,002	17,851,149	17,082,163	17,686,370	(752,632)
NCR	--	--	--	--	--
Areas Outside NCR	18,439,002	17,851,149	17,082,163	17,686,370	(752,632)
CAR	--	414,253	560,934	630,418	--
1 - Ilocos Region	1,224,101	1,290,000	1,166,948	1,185,027	(39,074)
2 - Cagayan Valley	910,787	809,601	858,910	853,034	(57,753)
3 - Central Luzon	1,051,325	1,168,100	1,006,153	924,056	(127,269)
4 - Southern Tagalog	2,130,193	2,265,809	2,111,399	1,971,900	(158,293)
5 - Bicol Region	2,066,520	1,997,164	1,847,503	2,210,857	144,337
6 - Western Visayas	2,389,183	2,215,814	2,072,416	2,198,338	(190,845)
7 - Central visayas	1,825,684	1,672,086	1,426,274	1,154,679	(671,005)
8 - Eastern Visayas	1,504,107	1,329,459	1,088,424	1,222,529	(281,578)
9 - Western Mindanao	1,396,827	1,066,466	926,879	999,526	(397,301)
10 - Northern Mindanao	1,400,535	1,254,513	1,278,180	1,135,800	(264,735)
11 - Southern Mindanao	1,364,998	1,460,161	1,289,601	1,480,731	115,733
12 - Central Mindanao	1,154,742	907,724	798,837	843,978	(310,764)
ARMM	--	--	649,703	875,497	--

Source : Economic and Social Statistics Office,  
National Statistical Coordination Board

Table 11. Percentage Distribution of Total Family Income by Income Quintile, 1961-1997

INCOME GROUP	1961	1965	1971	1985	1988	1991	1994	1997
First Quintile	4.2	3.5	3.6	5.2	5.2	4.7	4.9	4.4
Second Quintile	7.9	8.1	8.1	9.1	9.1	8.5	8.8	7.7
Third Quintile	12.1	12.8	13.3	13.3	13.3	12.7	13.4	12
Fourth Quintile	19.3	20.1	21.0	20.3	20.7	20.2	20.9	20
Fifth Quintile	56.5	55.5	54.0	52.1	51.8	53.9	51.9	55.8

Percentage Distribution of Total Family Income by Income Decile, 1961-1997



Source : Family Income and Expenditures Survey, 1965-1994

Table 12. Income Inequality in the Philippines : 1961-1997

Year	Gini Ratio
1961	0.465
1965	0.465
1971	0.453
1985	0.446
1988	0.445
1991	0.468
1994	0.451
1997	0.496

Source : Family Income and Expenditures Survey, 1961-1997  
National Statistics Office

Table 13. Average Family Income, by Decile, 1985-1997  
(at constant 1988 prices)

Decile	1985	1988	1991	1994	1997
Philippines	34,694.97	40,408.00	42,885.53	42,800.31	51,789.72
First Decile	7,008.94	8,160.00	7,853.29	8,040.14	8,620.82
Second Decile	11,131.84	12,866.00	12,617.76	13,001.54	13,800.59
Third Decile	14,198.88	16,398.00	16,251.32	16,839.42	17,782.61
Fourth Decile	17,311.73	20,179.00	20,032.89	20,911.48	22,186.87
Fifth Decile	20,873.74	24,329.00	24,480.92	25,630.47	27,675.59
Sixth Decile	25,193.30	29,460.00	30,107.89	31,477.61	34,751.25
Seventh Decile	31,017.88	36,482.00	37,555.26	39,062.27	44,714.88
Eight Decile	39,454.75	46,774.00	48,832.24	50,557.90	59,148.83
Ninth Decile	54,315.08	64,607.00	69,040.79	70,362.84	83,648.41
Tenth Decile	126,426.82	144,805.00	162,080.92	152,106.02	205,542.64

Source : Family Income and Expenditures Survey, 1985-1997  
National Statistics Office

Table14. Average Family Income , Regional, 1985 -1997

Region	Average Family Income														
	Level (in constant 1988 Pesos)					As a Proportion of the National Average					As a Proportion of the Lowest Regional Income				
	1985	1988	1991	1994	1997 p/	1985	1988	1991	1994	1997	1985	1988	1991	1994	1997
Philippines	34,695	40,408	42,886	42,800	51,790	1.00	1.00	1.00	1.00	1.00	1.75	1.59	1.67	1.68	1.77
NCR	63,903	79,314	90,010	82,745	104,934	1.84	1.96	2.10	1.93	2.03	3.22	3.13	3.50	3.25	3.58
CAR		33,838	39,402	39,155	49,976		0.84	0.92	0.91	0.96		1.34	1.53	1.54	1.70
Region I	35,154	34,031	37,962	34,279	43,813	1.01	0.84	0.89	0.80	0.85	1.77	1.34	1.47	1.35	1.49
Region II	30,660	32,939	34,475	36,957	38,637	0.88	0.82	0.80	0.86	0.75	1.54	1.30	1.34	1.45	1.32
Region III	43,373	46,855	50,734	50,209	58,544	1.25	1.16	1.18	1.17	1.13	2.18	1.85	1.97	1.97	2.00
Region IV	33,503	37,978	45,013	45,998	55,998	0.97	0.94	1.05	1.07	1.08	1.69	1.50	1.75	1.81	1.91
Region V	22,593	26,570	25,742	28,080	32,084	0.65	0.66	0.60	0.66	0.62	1.14	1.05	1.00	1.10	1.09
Region VI	27,717	31,164	30,397	33,150	36,720	0.80	0.77	0.71	0.77	0.71	1.40	1.23	1.18	1.30	1.25
Region VII	23,191	27,972	27,611	28,294	34,742	0.67	0.69	0.64	0.66	0.67	1.17	1.10	1.07	1.11	1.19
Region VIII	19,851	25,345	25,892	26,339	29,318	0.57	0.63	0.60	0.62	0.57	1.00	1.00	1.01	1.03	1.00
Region IX	26,569	31,984	27,044	26,519	38,472	0.77	0.79	0.63	0.62	0.74	1.34	1.26	1.05	1.04	1.31
Region X	30,617	35,801	30,966	34,570	44,607	0.88	0.89	0.72	0.81	0.86	1.54	1.41	1.20	1.36	1.52
Region XI	31,533	37,132	37,480	41,968	44,807	0.91	0.92	0.87	0.98	0.87	1.59	1.47	1.46	1.65	1.53
Region XII	27,225	35,090	30,327	33,125	35,763	0.78	0.87	0.71	0.77	0.69	1.37	1.38	1.18	1.30	1.22
ARMM			26,746	25,461	29,328			0.62	0.59	0.57			1.04	1.00	1.00
CARAGA				29,765	33,167				0.70	0.64				1.17	1.13

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Sources of Basic Data : Family Income and Expenditures Survey, 1985 -1997

Table 15. Characteristics of Filipino Households, Bottom 30% and Upper 70 %, 1991 and 1994

AREAS OF CONCERN	Bottom 30 %		Upper 70 %		All Households	
	1991	1994	1991	1994	1991	1994
<b>The Family</b>						
Number of Families	3,598,502	3,832,776	8,375,929	8,922,168	11,975,441	12,754,944
Size of Families	6	6	5	5	5	5
Type of Household						
Single Family	84.2	83.2	78.1	77.4	79.9	79.2
Extended Family	15.8	16.6	21.9	22.0	20.1	20.4
>=2 non related persons/ families		0.1		0.6		0.4
Average Number of Family Members Employed	2	2	2	2	2	2
Average Income of Household	25,469	32,664	52,248	102,444	65,186	83,151
Major Source of Income						
Wages/Salaries	37.3	36.7	47.0	49.2	44.1	45.4
Entrepreneurial Activities	50.9	50.1	33.8	31.0	38.9	36.7
Other sources of income	11.8	13.3	19.2	19.8	17.0	17.8
Minor Source of Income						
Agricultural Industries	14.9	15.2	6.0	5.4	8.7	8.4
Non- Agricultural Industries	22.4	21.5	41.0	43.8	35.4	37.1
Crop Farming & Gardening	32.6	33.1	14.5	13.1	19.9	19.1
Livestock & Poultry Raising	1.5	1.1	0.9	0.7	1.1	0.8
Fishing	6.8	6.8	3.6	3.1	4.6	4.2
Forestry & Hunting	0.7	0.5	0.2	0.2	0.4	0.3
Wholesale & Retail Trade	4.7	4.4	8.3	8.0	7.3	7.0
Manufacturing	1.6	1.5	1.7	1.7	1.7	1.6
Community, Social, Recreational, & Personal Services	0.8	0.8	1.8	0.0	1.5	1.4
Transportation Storage & Communication Services	1.2	1.3	2.0	1.9	1.6	1.7
Mining & Quarrying	0.3	0.1	0.2	0.1	0.2	0.1
Construction	0.3	0.3	0.3	0.2	0.3	0.3
Entrepreneurial Activities n.e.c.	0.3	0.1	0.2	0.3	0.2	0.3
Net Share of Crops, Fruits and Vegetables and Livestock, poultry and other households	1.4	1.3	1.8	1.5	1.7	1.3
Cash Receipts, gifts and other forms of assistance from abroad	1.7	2.0	8.5	8.8	6.5	6.8
Cash Receipts, support, assistance and relief from domestic source	3.7	4.4	3.0	3.0	3.2	3.4
Rental from non-agricultural lands, Buildings, Spaces and other Properties	0.1	0.0	0.6	0.6	0.5	0.5
Interest from bank deposits & loans to other households	0.0	0.0	0.1	0.1	0.1	0.0
Pension & Retirement, Workmen's compensation and social security benefits	0.7	0.9	1.7	2.2	1.4	1.8
Imputed rental value of owner-occupied dwelling units	0.8	0.8	1.8	2.2	1.5	1.8
Net receipts from family sustenance activities	1.9	2.2	0.5	0.4	0.9	1.0
Dividends from investment	-	-	-	0.0	0.0	0.0
Goods and services received as gifts	1.4	1.5	1.2	1.1	1.3	1.3
Other sources of income n.e.c.	0.1	0.0	0.0	0.0	0.0	0.0
Kind of Business Involved in						
Agriculture/Fishery / Forestry	-	74.7	-	38.0	-	49.9
Mining & Quarrying	-	0.5	-	0.5	-	0.5
Construction	-	9.9	-	17.9	-	15.3
Electricity/ gas/ water	-	0.2	-	0.9	-	0.7
Wholesale/ retail trade	-	4.7	-	12.2	-	9.8
Transportation, storage & communication	-	4.5	-	9.4	-	7.8
Financing, insurance, real estate, business services	-	0.3	-	2.8	-	2.0
Community, social & personal services	-	5.2	-	18.3	-	14.0
Activities n.e.c.	100.0	0.0	100.0	0.0	100.0	0.0
Expenditure Pattern						
(Percentage of Total Expenditure)						
Food	64.3	64.4	45.8	45.0	48.5	47.8
Alcoholic Beverages	1.2	1.1	1.0	0.9	1.0	0.9
Tobacco	2.4	2.1	1.6	1.5	1.7	1.4
Fuels	5.1	5.7	5.6	5.5	5.7	5.5
Transportation & Communication Services	3.0	2.7	3.3	5.0	3.4	4.7
Household Operations	2.6	2.4	2.7	2.6	2.7	2.6
Personal Care	2.9	3.1	3.4	3.3	3.3	3.2
Clothing	3.6	3.4	3.7	3.6	3.7	3.5
Education	1.8	1.9	3.3	4.0	3.0	3.7
Recreation	0.2	0.2	0.4	0.4	0.4	0.4
Medical Care	1.5	1.5	1.9	2.4	1.8	2.3
Non Durables	0.3	0.3	0.4	0.4	0.3	0.4
Durable Furnitures	0.5	0.7	2.4	3.1	2.1	2.7
Rental of Occupied Dwelling Unit	6.5	6.6	13.4	14.2	12.4	13.1
Taxes	0.2	0.2	1.7	1.6	1.4	1.4
House Maintenance/ Repairs	0.7	0.8	1.2	1.0	1.1	1.0
Special occasions	1.4	1.8	2.6	2.7	2.4	2.6
Gifts to other households	0.6	0.6	1.0	1.0	1.0	1.0
Other Expenditures	0.5	0.5	2.1	1.9	1.9	1.7



Table 15. Characteristics of Filipino Households, Bottom 30% and Upper 70 %, 1991 and 1994

AREAS OF CONCERN	Bottom 30 %		Upper 70 %		All Households	
	1991	1994	1991	1994	1991	1994
<b>Food Expenditure</b>						
Food Consumed at home	97.5	97.3	90.8	89.6	92.1	91.1
Cereal & Cereal Preparations	43.5	43.6	26.6	26.9	29.9	30.5
Roots & Tubers	2.4	2.0	1.7	1.4	1.8	1.5
Fruits & Vegetables	8.9	8.2	9.3	8.9	9.2	8.7
Meat & Meat Preparations	7.8	7.5	16.2	16.2	14.6	14.5
Dairy Products	4.9	4.9	7.8	7.5	7.2	7.0
Fish & Marine Products	16.3	15.8	14.1	14.0	14.6	14.4
Coffee, Cocoa & Tea	2.6	2.7	2.9	2.8	2.9	2.8
Non Alcoholic Beverages	1.4	1.4	3.0	3.0	2.7	2.7
Food N.E.C.	9.4	9.1	9.1	9.1	9.2	9.1
Food Eaten Outside	2.5	2.7	9.2	10.4	7.9	8.9
<b>Household Heads</b>						
Age	44.0	46.0	48.0	49.0	46.0	48.0
Gender						
Male	91.4	90.0	83.4	82.7	85.8	84.9
Female	8.6	10.0	16.6	17.3	14.2	15.1
Marital Status						
Single	1.2	1.1	3.9	3.6	3.1	2.8
Married	83.9	87.7	81.8	81.2	83.9	83.1
Widowed	8.8	10.4	12.8	13.7	11.6	12.7
Divorced/Separated	1.1	0.7	1.4	1.6	1.3	1.3
Unknown	0.1	0.1	0.1	0.0	0.1	0.0
Employment Status						
Employed	91.9	91.8	83.8	82.4	86.2	85.2
Unemployed	8.1	8.2	16.2	17.6	13.8	14.8
Class of Worker						
Worked for Private Household	3.1	4.0	2.8	2.7	2.9	3.1
Worked for private establishment	28.4	26.8	34.2	35.5	32.3	32.7
Worked for GO/NGO corporation	2.2	2.2	11.0	10.8	8.2	8.0
Self Employed without any employee	61.5	62.0	43.6	42.4	49.3	48.7
Employer in own family-operated farm/business	3.7	3.5	7.1	6.8	6.0	5.7
Worked with pay in own-family operated farm/business	0.2	0.1	0.2	0.2	0.2	0.2
Worked without pay						
in own-family operated farm/business	0.9	1.3	1.1	1.6	1.0	1.5
Wife is Employed						
Employed	25.3	26.4	30.7	31.9	29.1	30.2
Unemployed	61.7	59.0	45.4	43.3	50.3	48.0
Not applicable	13.1	14.6	23.9	24.8	20.6	21.7
Educational Attainment						
no grade	8.1	8.0	4.4	4.0	5.5	5.2
Grades 1-5	35.6	35.9	21.8	20.1	26.0	24.9
Elementary Graduate	29.7	30.8	21.6	22.1	24.0	24.7
1st to 3rd year	11.6	10.6	10.7	10.8	11.0	10.7
High School Graduate	11.5	11.3	18.7	20.2	16.5	17.5
College undergraduate	2.9	2.7	11.0	11.7	8.6	9.0
At least College Graduate	0.6	0.8	11.8	11.1	8.4	8.0
Occupation						
Professional, Technical and Related Workers	1.2	1.1	5.9	5.8	4.4	4.3
Administrative, Executive and Managerial workers	0.1	0.4	2.7	3.1	1.9	2.2
Clerical and Related Workers	0.6	0.6	3.9	3.9	2.8	2.8
Sales Workers	5.3	4.2	11.7	12.2	9.6	9.6
Service Workers	13.4	12.8	12.7	13.4	12.9	13.2
Fishermen & Hunters	61.8	64.3	34.5	31.9	43.3	42.4
Production & equipment operators	17.4	16.2	27.8	29.3	24.4	25.1
Workers not classified by occupation	0.0	0.0	0.1	0.1	0.1	0.1
Members of AFP	0.1	0.1	0.7	0.4	0.5	0.5
Non gainful activities workers	-	0.0	0.0	0.0	0.0	0.0
<b>The House</b>						
Urbanity						
Rural	60.1	66.7	46.3	43.1	50.4	50.2
Urban	39.9	33.3	53.7	56.9	49.6	49.8
Housing Characteristic						
Single	95.8	96.3	91.1	90.5	92.5	92.2
Duplex	0.9	0.9	2.2	2.3	1.8	1.9
Apartment/condominium	0.8	0.6	5.0	5.4	3.7	4.0
Improvised	2.4	2.1	1.1	1.4	1.5	1.6
Commercial	0.1	0.0	0.6	0.4	0.4	0.3
Others	0.0	0.0	0.1	0.0	0.0	0.0

Table 15. Characteristics of Filipino Households, Bottom 30% and Upper 70 %, 1991 and 1994

AREAS OF CONCERN	Bottom 30 %		Upper 70 %		All Households	
	1991	1994	1991	1994	1991	1994
<b>Tenure Status</b>						
Own/ownerlike possession of house & lot	60.6	62.3	63.8	66.7	62.9	65.4
Rent house/room including lot	2.4	1.6	8.9	8.0	6.9	6.0
Own house, rent lot	5.4	4.0	5.6	4.3	5.5	4.2
Own house, rent-free lot with consent of owner	24.3	25.5	14.6	13.6	17.5	17.0
Own house, rent-free lot without consent of owner	2.5	3.0	2.1	2.4	2.2	2.6
Rent-free house and lot with consent of owner	4.7	3.8	4.9	4.9	4.9	4.6
Rent-free house and lot without consent of owner	0.1	0.1	0.1	0.1	0.1	0.1
<b>Roofing Material</b>						
Strong	26.8	24.6	59.3	57.9	49.5	47.9
Light	60.8	56.5	28.5	22.3	38.2	32.6
Makeshift	2.3	2.1	1.0	1.3	1.4	1.5
Mixed but predominantly strong	4.9	7.4	7.2	11.7	6.5	10.4
Mixed but predominantly light	4.5	8.8	3.6	6.4	3.9	7.1
Mixed but predominantly makeshift	0.6	0.6	0.4	0.4	0.4	0.5
<b>Wall Material</b>						
Strong	24.7	22.3	57.2	54.3	47.4	44.0
Light	55.6	52.4	24.8	20.9	34.0	30.4
Makeshift	3.6	2.9	1.3	1.7	2.0	2.1
Mixed but predominantly strong	7.5	10.0	10.8	14.7	9.8	13.9
Mixed but predominantly light	7.8	11.6	5.4	7.9	6.1	9.0
Mixed but predominantly makeshift	0.8	0.8	0.4	0.5	0.5	0.6
<b>Main Source of Water Supply</b>						
Own use, faucet	7.3	6.5	27.9	29.7	21.7	22.7
Shared, faucet	21.5	22.7	18.9	19.5	19.7	20.5
Own use, tubed/piped well	10.2	11.2	16.0	17.8	14.3	15.8
Shared, tubed/piped well	23.3	23.8	15.8	16.0	18.0	18.3
Dug well	20.6	19.2	12.3	9.3	14.8	12.3
Spring, river, stream, etc.	14.8	14.4	5.8	4.4	8.5	7.4
Rain	0.6	0.6	0.6	0.6	0.6	0.6
Peddler	1.6	1.5	2.7	2.6	2.4	2.3
<b>Toilet Facility</b>						
Water Sealed	34.5	35.3	65.0	73.2	55.8	61.8
Closed Pit	20.4	20.4	13.7	10.0	15.7	13.1
Open Pit	17.8	17.8	7.8	7.3	10.8	10.4
Others (Pail System)	3.8	3.7	3.9	2.2	3.9	2.6
None	23.5	22.7	9.6	7.4	13.8	12.0
<b>Electricity</b>						
with	35.4	36.3	73.0	78.8	61.7	66.0
without	64.5	63.7	27.0	21.2	38.3	34.0
<b>Ownership of Certain Durables</b>						
Radio	59.3	65.6	78.0	80.9	72.4	76.3
TV	11.4	14.1	50.1	59.2	38.5	45.7
VTR	0.7	0.9	12.6	16.5	9.0	11.8
Stereo	1.8	3.5	20.1	25.4	14.6	18.8
Refrigerator	2.5	3.4	33.1	38.9	23.9	28.2
Freezer	0.1	0.0	1.5	1.8	1.1	1.3
Airconditioner	0.1	0.1	2.3	2.9	1.7	2.0
Sala Set	18.7	17.6	57.0	58.4	45.5	46.1
Dining Set	16.2	14.6	50.2	49.8	40.0	39.2
Car	0.9	1.2	9.2	11.6	6.7	8.5

Source : Family Income and Expenditures Survey, 1991 and 1994  
National Statistics Office

**Table 16. Three-Point Agenda for Operationalization of the SRA Convergence Policy**

Components	MBN Indicators	BRC Indicators
<b>Access to Quality Basic Services</b>		
Food and Nutrition	<p>Newborns with weight of at least 2.5 kilograms</p> <p>No severely and moderately underweight children under 5 years old</p> <p>Pregnant and lactating mothers provided with iron and iodine supplements</p> <p>Infants exclusively breastfed for at least 4 months</p>	<p>Second and third degree malnourished children rehabilitated</p> <p>Children and women provided with micronutrient supplements</p> <p>Families and communities undertaking food production</p>
Health	<p>Deliveries attended by trained personnel</p> <p>0-1 year old infants immunized</p> <p>Pregnant women given 2 doses of tetanus toxoid</p> <p>Not more than 1 diarrhea episode per child below 5 years old</p> <p>No deaths in the family due to preventable causes within one year</p> <p>Couples with access to family planning services</p> <p>Couples practicing family planning in the last six months</p> <p>Solo parents availing of health care services</p>	<p>Access to primary health care facilities within 6 kilometers of population clusters</p> <p>Access to secondary hospitals or ambulance services within 40 km in every municipality</p> <p>Self-sustaining community health financing schemes developed in one municipality per province</p> <p>Access to services of government/private clinics for personal health care</p> <p>Availability of government health personnel capable of providing adequate management of preventable disease like pneumonia and diarrhea</p> <p>One traditional healer trained for every two barangays</p> <p>Availability of one month stock level of essential drugs in devolved health facilities</p> <p>Availability of dental supplies (sealant, sodium fluoride, permanent sealing materials) in government health facilities</p> <p>Availability of at least one Health Worker for every 20 to 30 Households</p> <p>TB symptomatic examined and TB-positive cases treated</p> <p>School children dewormed</p> <p>Functional Botika sa Barangay/Binhi accessible to the majority of the community at least 15 km from nearest drugstores</p> <p>Common herbal garden/botika sa paso/barangay hall</p> <p>Propagation/utilization of tsa-ang gubat as preventive measures against dental caries</p>
Water and Sanitation	<p>Family with access to potable water (faucet/deep well) within 250 meters or 10-minute walk</p> <p>Family with sanitary toilet (waters sealed, antipolo flush tee pee)</p>	
Clothing	<p>Family members with basic clothing (at least 3 sets of external and internal clothing)</p>	
Shelter and Socialized Housing	<p>Housing owned, rented, or shared</p> <p>Housing durable for at least five (5) years</p>	
Socialized Housing	<p>Usufruct agreement and land arrangements consummated</p> <p>Government lands released for socialized housing</p> <p>Innovative housing options/packages implemented</p> <p>Available disabled-friendly, disaster-resistant socialized housing</p>	
Peace and Order/Public Safety	<p>Family Member safe from crimes against persons (murder, rape, abuse, physical injury and other similar crimes)</p> <p>Family Members safer from crimes against property (robbery theft and other similar crimes)</p> <p>No family member is a victim of the armed conflict</p>	<p>Existence of viable disaster coordinating councils or organization</p> <p>Disaster coordinating Councils/organizations and community members trained and capable of managing disaster situations</p> <p>Existence of functional disaster operation centers</p> <p>Building Code and Fire Code adequately implemented</p>

**Table 16. Three-Point Agenda for Operationalization of the SRA Convergence Policy**

Components	MBN Indicators	BRC Indicators
Basic Education and Functional Literacy	<p>Children 3-5 years old attending day care/ pre-school</p> <p>Children 6-12 years old in elementary school</p> <p>Children 13-16 years old in high school</p> <p>Family members 10 years old and above able to read, write and do simple computations</p>	<p>Out-of-school Youth and adults are provided with functional literacy</p> <p>Children with disabilities provided with special education</p> <p>Increase in literacy rate, achievement rate, participation rate and decrease in drop-out rate</p> <p>Satisfactory graduation rate of children from pre-school</p> <p>Set of textbooks available to each pupils/student</p> <p>Multigrade classes organized</p> <p>Ideal pupil-teacher ratio</p> <p>Ideal desk-pupil ratio</p> <p>Ideal teacher-manual guide ratio</p> <p>Schools provide with toilets</p> <p>School buildings, grounds and premises repaired and rehabilitated</p> <p>Early intervention/integration of children with disabilities</p> <p>Extension of day care centers operation to eight (8) hours</p> <p>Children of IPs reared in the traditional system</p>
Family-Psycho-Social Care	<p>No children below 18 engaged in hazardous occupation</p> <p>No incidence of domestic violence</p> <p>No children below 7 years old left unattended</p>	
Accelerating Asset Reform and Sustainable Development of Productive Resources and Providing Access to Economic Opportunities		
Income and Livelihood	<p>Head of the family gainfully employed</p> <p>Other members of the family 18 and above gainfully employed</p> <p>Families with income above subsistence threshold level</p>	<p>Viable Production of crops, livestock, or fish</p> <p>Profitable operations of community managed enterprises (cottage industries and integrated industrial projects)</p> <p>Jobs locally generated (skilled or unskilled: full time or part time)</p> <p>Marketing arrangement beneficial to community organizations and individual members</p> <p>Appropriate and sustainable technologies developed and utilized in production and livelihood activities</p> <p>Indigenous women gainfully employed</p> <p>Persons with disabilities gainfully employed</p> <p>Traditional and indigenous technologies protected and maintained</p> <p>Workers covered by social security and other labor standards, laws and regulations</p> <p>Workers organized into unions, cooperatives and other forms of associations</p> <p>Establishments comply with labor standards, laws and regulations</p>
Credit Services		<p>Basic Sector borrowers generate savings</p> <p>Basic Sector borrowers granted first loans</p> <p>Basic Sector borrowers granted new loans</p> <p>Amount availed of</p> <p>Satisfactory repayment rate from Basic Sectors borrowers</p>
Land Tenure Improvement		<p>Farmers provided with agricultural lands</p> <p>Agrarian Reform Beneficiaries (ARBs) awarded Emancipation Patents (EP) of Certificates of Landownership Award (CLOA)</p> <p>ARBs awarded Certificate of Steward Contract (CSC)</p> <p>Leasehold Contracts for Tenant-farmers in retained lands and in lands not yet acquired</p> <p>ARBs regularly paying amortization and taxes</p> <p>Landowners investing their compensation proceeds in the ARC</p> <p>ARBs retaining ownership (not sold their right or</p>

**Table 16. Three-Point Agenda for Operationalization of the SRA Convergence Policy**

Components	MBN Indicators	BRC Indicators
		<p>not applied conversion of awarded land)</p> <p>Indigenous People's (IP) communities issued with Certificate Ancestral Domain (CAD)</p> <p>Ancestral domains identified, delineated and monumented on the ground</p>
Ecosystem Development		<p>Resources management plan formulated and implemented</p> <p>Sustainable and environment-friendly resource utilization and appropriated technology adopted</p> <p>Efficient and environment-friendly waste management system installed</p> <p>Proper land use plan adopted and implemented</p> <p>Fisheries and aquatic resources management plan formulated and implemented</p> <p>Fish sanctuaries and marine reserves established</p> <p>artificial reefs deployed</p> <p>Mangrove areas reforested</p> <p>Seaweed fauna established</p> <p>IPs resource management recognized, respected and implemented</p> <p>Rules on illegal cutting of coconut trees enforced</p>
Aquatic Reform		<p>Fisheries and Aquatic Resources Council organized in barangays, municipalities and cities</p> <p>Integrated FARMCs organized bays, gulfs, lakes, rivers and dams bounded by two or more barangays or municipalities or cities</p> <p>Resolutions and ordinance giving preferential treatment to fisherfolk on the use of municipal fishing grounds issued</p> <p>Fisherfolk (FARMC members) trained and deputized as fish wardens and environmental natural resources officers.</p>
Infrastructure Development		<p>Households provided with electricity</p> <p>All weathers roads and bridges constructed rehabilitated</p> <p>Access to communication facilities</p> <p>Post office constructed</p> <p>Marketing facilities installed</p> <p>Functional flood control facilities</p> <p>Irrigation system constructed</p> <p>Pre- and post-harvest facilities constructed</p> <p>Barangay Health Care Centers constructed for every 5,000 population</p> <p>Secondary hospital facility for every 80,000 to 100,000 population</p> <p>Devolved hospitals with bed ratio of 1 bed for every 2,000 population</p> <p>Health facilities providing physical access to persons with disabilities (PWDs)</p> <p>Existence of a land use plan for infrastructure development development</p> <p>Non-displacement and/or dispossession of IP areas in the introduction of infrastructure development</p>
Enhancing Institution-Building and Effective Participation in Governance		
People's participation in community development	<p>Family members involved in at least 1 legitimate people's organization/association for community development</p> <p>Family members able to vote at elections</p>	
Institution-building and effective		<p>Viable active community and sectoral organizations established</p> <p>Basic Sectors an NGOs represented and actively participating in functional local development councils and other local special bodies</p>

Table 16. Three-Point Agenda for Operationalization of the SRA Convergence Policy

Components	MBN Indicators	BRC Indicators
		Community organization members elected appointed to LGU positions Membership of Basic Sectors in different community organizations/committees Effective partnership among government and non-government sectors in local development Community members with enhanced skills in projects/enterprise management, resource management, disaster preparedness, health care and management and other appropriate technologies, legislation, policy formulation and advocacy Area-based development plans which incorporate health, education, shelter and other basic services in all barangay, municipal and provincial development plans Increased budget appropriation on health and other basic services Provision of voting precincts exclusively for persons with disabilities

Source: Implementing Guidelines for the Operationalization of the SRA Convergence Policy

Table 17. Flagship Programs of the Social Reform Agenda

Program	Target Beneficiary	Identified Vulnerability of Target Beneficiary	SRA Commitments *	STATUS (as of October 1997)
1. Agricultural development	Farmers, farm workers, landless rural workers in agrarian reform communities	Deterioration of agricultural resource base Limited access to rural infrastructure, markets and technology Security of tenure on land	<p>Increase funding for CARP to ensure its complete implementation by next year</p> <p>Higher budget for basic infrastructure; more transparent distribution and accounting of funds</p> <p>Enactment of a land use policy code to preserve farm lands, specially irrigated fields for agricultural purposes, and to ensure community participation in defining local land use</p> <p>Review of Medium Term Agricultural Development Plan (MTADP) which is based on the Key Production Area (KPA) approach</p> <p>Crafting of new MTADP based on sustainable agriculture</p> <p>Declaration of the coconut levy fund as a public fund to be used for the benefit of small coconut farmers and farmworkers, and creating a mechanism led by the Philippine Coconut Authority (PCA) with adequate representation of coconut farmers</p> <p>Pending passage of the coconut levy such bill immediate issuance of an executive order assigning this fund to PCA and coconut-related farmers organizations and NGOs to benefit small coconut farmers and farmworkers immediately</p> <p>Complete CARP implementation by 1998, giving priority to barangays where there are viable farmers and farmworkers organizations, and ensuring that these also have priority for agricultural strengthening, support services and facilities</p>	<p>Pending (committee level in both the Senate and the House of Representatives).</p> <p>On going. HBs are substituted by HB 9147 with Committee Report No. 843 which are pending for second reading /floor deliberation</p> <p>Done. The Center for Policy and Development of UPLB conducted the review</p> <p>On-going. To date, 9 regional offices have submitted consultation reports. A new Agricultural Plan will be crafted by 1998.</p> <p>Pending (HB 3950 is at the committee level; no Senate Bill filed but 3 resolutions are pending in the Committee on Government Corporations and Public Enterprises;</p> <p>Done. E.O. 277 "directing the mode of treatment, utilization, administration and management of the coconut levy funds" was issued by the President on 24 September 1995.</p> <p>On going. HBs 1230 and 2151 on increasing the agrarian reform fund are substituted by HB 4808 and in pending at the Committee on Agrarian Reform and Appropriations. The bill is pending in the Senate</p>
2. Fisheries and aquatic resources	Fisherfolk in coastal communities in	Prone to calamities and other natural disasters	Passage of the Comprehensive Fisheries Code	On Going. Approved on third reading in the senate (SB 1708) and on second reading in the House of Representatives (HB 7366)
conservation management and development	priority bays and lakes	Intrusion of large commercial fishing vessels Pollution and environmental degradation	<p>Executive Order on the formation of the Fisheries and Aquatic Resources Management Councils (FARMCs) on the local level</p> <p>Implementation in the Implementing Rules and Regulations (IRR) of E.O. 240</p> <p>Implementing guidelines on the Local Government Code's provision to give preferential treatment to the fisherfolk on the use of municipal fishing grounds</p> <p>Implementation of the 7 Lakes Reform Program : 10-12 percent of total area for fish culture stocking density from 15-20 pieces per square meter stronger fisherfolk participation in existing bodies</p> <p>Review projects in the CALABARZON reclamation areas on waste conversion, demutations, dislocations and tourism</p> <p>Review of Medium Term Fisheries Management and Development Program (MTFMDP)</p> <p>Impact evaluation of the Fishery Sector Program (FSP)</p> <p>Adoption of measures to ensure strict enforcement of laws against piracy (particularly in Mindanao) and by poaching by foreign vessels in Philippine territorial waters.</p>	<p>Done. E.O. 240 approved on April 28, 1995. Implementation is on-going. As of March 1997, there are 415 BFARMCs and 28 MFARMCs organized with 7 existing bay management councils being strengthened into FARMCs</p> <p>Done. IRR now being implemented. As of 9 Sept. 97 1,554 BFARMCs and 144 MFARMCs have been organized nationwide. Nine (9) existing Bay Mgt. Councils are being strengthened to FARMCs.</p> <p>Done. DA-BFAR Joint AO 3 approved on April 25, 1996</p> <p>On-going. The following resolutions were proposed during the November 29, 1996 Special Flagship Meeting : (a) creation of a task force to implement SLRP pending the creation of the Seven Lakes Fisheries Conservation and Development Commission, (b) moratorium of LLDA's move to deconcentrate its administrative functions over the 7 lakes to the LGUs, (c) draft E.O. by fisherfolk on the creation of the SLFCD</p> <p>On-going. The matter is with the SRC</p> <p>Not done.</p> <p>Done. The fisherfolk and NGOs participated in the review.</p> <p>On going. Four regional MCS sites have been established in Basco, Batanes, Puerto Princesa, Palawan, Tacloban City and Davao City</p>

Table 17. Flagship Programs of the Social Reform Agenda

Program	Target Beneficiary	Identified Vulnerability of Target Beneficiary	SRA Commitments *	STATUS (as of October 1997)
			<p>Award the management of fishponds to qualified small fisherfolk organizations and cooperatives</p> <p>Grant of preferential treatment to small fisherfolk on the use of foreshore land for fisherfolk settlement.</p> <p>Look into the concern over reclamation activities in the coastal areas</p> <p>Create special credit facilities for small fisherfolk which will ensure their access to credit</p> <p>Include the Food Security Program in the Poverty Alleviation Fund.</p> <p>Support the creation of harmful and algae bloom operations and communications center in BFAR</p> <p>Establish monitoring mechanism at local levels who will regularly feedback to the Secretary of Agriculture</p> <p>Propose the issuance of the Executive Order directing HUDCC to prepare and implement a housing program for the fisherfolk</p> <p>Propose that the President direct the Land Bank to provide special credit to fisherfolk to elevate them from municipal fishing to grounds and 200 miles EEZ.</p>	<p>On going. Adopted I the Fisheries Code Consensus bill.</p> <p>On going. Adopted I the Fisheries Code Consensus bill</p> <p>On going. Mapping and displacement of fisherfolk due to reclamation and development "aggression" is currently undertaken by the regional offices</p> <p>Done. Integrated Livelihood Program for Fisherfolk (ILPF) was launched in 1997</p> <p>Done. Food Security is among the top agenda in on-going poverty alleviation programs.</p> <p>Done. BFAR supports this move.</p> <p>On going. To be fine tuned in FARMCs.</p> <p>On going. Fisherfolk proposed that a special trust funds for fisherfolk sector be established.</p>
3. Recognition, respect and protection of ancestral domains for indigenous peoples	Indigenous peoples in Certificate of Ancestral Domain Claim areas	<p>Environmental degradation</p> <p>Non-recognition of ancestral domains</p> <p>Violation of cultural integrity</p> <p>Lack of basic services</p>	<p>Passage of Ancestral Domain law</p> <p>Review of all policies pertaining to IP concerns</p> <p>Implementation of DENR A.O. No.2 (1993) identifying and delineating ancestral domain claims</p> <p>Interfacing of political/legal structures with IP traditional socio-political structures</p> <p>Integrated Area Development Program for IP areas</p> <p>Certification of the Ancestral Domain Bill as urgent</p> <p>The term Indigenous Peoples (IP) should be consistently used to recognize their identity as people rather than mere cultural communities.</p> <p>Appoint and affirm Sectoral representatives to Congress</p> <p>Representation of the IPS in Social reform Council and in the SRA implementing bodies at all levels</p>	<p>Pending</p> <p>Done. IP sector now has representatives in Congress, SRC and in SRA implementing agencies at all levels. The President has endorsed the ratification of ILO Convention 169 on the Protection of the Rights of Indigenous People</p> <p>On-going. Traditional modalities in the documentation, delineation and mapping of ancestral domains are being adopted. So far, 110 Certificates of Ancestral Domain Claim (CADC) issued covering 9,971 hectares benefiting 3,778 tribal families; 79 Certificates of Ancestral Domain Claims (CADCs) issued covering 1,179,829 hectares benefiting 30,000 tribal families. The Provincial Special Task Forces on Ancestral Domains (PSCTFADs) are now operational on all provinces with IPs (61 out of 77 provinces).</p> <p>On-going. DENR recognition of traditional systems such as the "MUYONG" of the Ifugao IPs. Implementation of the Socialized Industrial Forest Management Program and the full-blown Environmental Impact Assessment of IFMAs, TLAs, FTAs and other related extraction activities.</p> <p>Done. The DENR issued DA Order No.34 in view of guidelines formulated by IP, DENR and NGOs. Also, the DENR has stopped the issuance of TLAs and required the consent of the community before the issuance of resource extraction permits</p> <p>Done. The president certified the Senate version as the consensus version for immediate enactment. As of 3 Oct. 97 the consensus version SB 1476 and HB 9125 (andolona) is now approved in third Reading on both chambers.</p> <p>Done. DENR started to use the term "Indigenous People" in response to the call of the UN.</p> <p>Done. The president appointed Ms. Evelyn Dunuan (Kangan Tribe, Ifugao) and Mr. Ronald Adamat (Tiruray Tribe, Maguindanao)</p> <p>Done. In 1995, Timuday Adamat was appointed by the President as IP representative to the SRC.</p>



Table 17. Flagship Programs of the Social Reform Agenda

Program	Target Beneficiary	Identified Vulnerability of Target Beneficiary	SRA Commitments *	STATUS (as of October 1997)
			<p>Adoption of traditional modalities in the documentation, delineation and mapping of ancestral domains</p> <p>Forging a multi sectoral alliance in the implementation of the Flagship Program Master Plan of Operations</p> <p>The military police and para-military shall commit to always uphold constitutional rights of the IP especially on their ancestral domains especially on their ancestral domains.</p> <p>Enhancement of institutions that cater to the IP's culture/ traditional systems.</p> <p>Recognition of the role of Indigenous women in development.</p> <p>Interfacing of political/ legal structure of government with IP Traditional socio political structure.</p> <p>Ratification of the ILO Convention 169</p> <p>Implementation of DENR A.O. No. 02 Series of 1993 (Identification, delineation and recognition of ancestral land and domain claim)</p> <p>Creation of appropriate mechanism for Integrated Area Development (IAD) Program of IP areas</p> <p>The IP's shall not be fully consulted and involved in all aspect of program/ project development, implementation and monitoring.</p> <p>Protection and recognition of ancestral lands and domains through a moratorium on the issuance of licenses and permits that adversely affect the rights of the IP's to the ancestral land.</p>	<p>Done. DENR A.O. No. 02 series of 1993 recognizes traditional methods of documentation and mapping of ancestral domains.</p> <p>Done. PSTFADs, which includes representatives from the IP's sectors, are now operational in all provinces with IP population.</p> <p>On going. The President directed the DND, DILG and OPPAP to jointly formulate and sign with IP leaders a covenant for the military, police and paramilitary elements to always uphold the constitutional rights of IP's especially in their ancestral lands and domains.</p> <p>The DENR, UNDP, ILO and the IP sector are jointly formulating a National programme for the IP's.</p> <p>Recognition of sustainable traditional resource rights in the management of ancestral domains pursuant to DAO 2 no. 96-34.</p> <p>Under DAO No. 96-34, traditional social and political structures of the IP's are recognized in relation to the management of their ancestral domain and its resources.</p> <p>On Going. The President certified through letter to the senate President that the ratification of ILO convention 169 is a priority agenda of the government</p> <p>On going. As of September 25, 1997, a total of 11 CALCs have been issued covering 1,732 ha benefiting at least 3,788 IP families</p> <p>Done. DENR A.O. No. 96-34 was issued providing the guidelines in the management of certified ancestral domain claims.</p> <p>Done. The Government has adopted a policy of consulting IP communities affected by proposed projection/programs and involving the said communities in project/program planning implementation and monitoring.</p> <p>On going. The issuance of the Timber License Agreements has been stopped. The Community-Based Forest Management strategy has been adopted and is now being implemented.</p>
4. Socialized housing	Urban poor in urban areas, resettlement areas and growth centers	<p>Congestion and poor environmental conditions</p> <p>Dilapidated housing structures</p> <p>Inadequate social services</p> <p>Low-productivity and low-income jobs</p>	<p>Faster implementation of the Urban Development and Housing Act</p> <ul style="list-style-type: none"> <li>- beneficiary listing</li> <li>- land inventory</li> <li>- disposition of land to the urban poor</li> <li>- adequate PO/NGO representation</li> <li>- balanced housing (20 % housing within the city)</li> <li>- resettlement areas complete with livelihood and basic services, for those who are to be evicted due to government development projects</li> </ul> <p>Immediate repeal of the anti squatting law which criminalizes squatting.</p> <p>Execution of an E.O. for the creation of a multi sectoral committee under HUDCC.</p> <p>Devolution of housing funds and allocation of at least 50 % of UNILP funds for housing the poor</p> <p>Decentralization of socialized housing efforts</p>	<p>On-going. So far :</p> <ul style="list-style-type: none"> <li>- 319 LGUs have conducted registration of beneficiaries with 814,295 beneficiaries registered</li> <li>- 119 subdivision projects (30,031 units) nationwide have complied with the 20 % percent balanced housing requirement</li> <li>- 444 out of 532 targeted LGUs have conducted land inventory for socialized housing and resettlement with total land area of 230,241 hectares</li> <li>- 30 Gas submitted 89 identified sites covering 31,211 has. of land suited for socialized housing</li> <li>- Establishment of 11 SHOPCs in 12 regions</li> <li>- 2,557 urban poor organizations accredited</li> </ul> <p>Done. The Bill in both chambers of Congress has passed on the Third and final reading.</p> <p>Done. A multisectoral CMP committee under HUDCC has been created to institutionalize participation of the concerned sectors in policy formulation and policy implementation.</p> <p>Done. Shelter financing institutions have decentralized operations thru their respective regional offices</p>

Table 17. Flagship Programs of the Social Reform Agenda

Program	Target Beneficiary	Identified Vulnerability of Target Beneficiary	SRA Commitments *	STATUS (as of October 1997)
			<p>Implementation of RA 7845 of the Comprehensive and Integrated Shelter Financing Act</p> <p>Certification as urgent the passage of the Magna Carta for the urban Poor</p> <p>Passage of Magna Carta for the Urban Poor</p> <p>Strengthening of PCUP</p> <p>Issuance of E.O. mandating inter-agency bodies to ensure participation of POs and NGOs in national government projects such as Welfareville, North Triangle, C-5, MARILAUQUE, AWSOP, NE Luzon Quadrangle and other growth centers</p> <p>Implementation of the Slum Improvement Program (SIP)</p> <p>Improvements in the Community Mortgage Program (CMP)</p> <p>Urge congressmen in urban and urbanizing areas to allocate 70% of their CDF to Anti-Poverty projects, especially for socialized housing.</p> <p>Adopt the San Carlos City and Angeles City models on housing.</p> <p>Pass resolution for the holding of an election for sectoral representatives in Local Sanggunians</p>	<p>Done. HUDCC endorsed this to the PCUP.</p> <p>Pending</p> <p>Done. Some projects have NGO/PO representatives in the Execom (e.g. MARILAUQUE) while others (e.g., North Triangle) are represented at the Sub-Committee level</p> <p>NHA created Community Based Housing Program wherein funds from the corporate receipts are used to finance their In-house Community Based Housing Program.</p> <p>The SIP has been replaced by the NHMFC-financed CMP</p> <p>Multi-sectoral committee under HUDCC to manage CMP has been created.</p> <p>Done. HUDCC advised LGUs to explore this facility to augment the finances for proposed local projects and programs.</p> <p>Done. HUDCC endorsed the adoption of said paragon</p> <p>Done. HUDCC urged COMELEC to expedite the groundwork for the guidelines. COMELEC is still preparing guidelines for the sectoral representatives elections</p>
5. Workers welfare and protection	Workers in the informal sector in all convergence areas	<p>Lack of security in workplace</p> <p>Lack of access to benefits normally enjoyed by workers in the formal sector</p> <p>Inadequate legal protection</p> <p>Lack of participation in decision-making</p>	<p>Enhanced institution-building; removal of obstacles to organizing</p> <ul style="list-style-type: none"> <li>- Workers' organization, education and development program</li> <li>- Workers' participation in the decision-making process</li> </ul> <p>Social and legal protection for the workers in the informal sector</p> <p>Stricter enforcement of labor standards and social welfare legislation</p> <ul style="list-style-type: none"> <li>- Labor standards enforcement program</li> </ul> <p>Security in the workplace and property specifically of vendors, peddlers, and people with similar occupations</p> <p>Expansion of coverage of social security benefits</p> <p>Improvement in working conditions in small enterprises</p> <p>Expanded legislative package for informal sector workers</p> <ul style="list-style-type: none"> <li>- Expanded social security coverage</li> <li>- Unemployment insurance</li> <li>- Regulation of Subcontracting Magna Carta for informal sector workers to facilitate their absorption in the formal sector</li> <li>- Rural Workers' Code</li> </ul>	<p>The DOLE Secretary issued an order amending the IRR of the Labor Code legalizing a local chapter of a federation of national union without the prerequisite books of account</p> <p>Done. DOLE sponsored 4 regional consultations on to facilitate the formation of a National Council of the Informal Sector Workers towards effective participation in the implementation of Master Plan of Operations</p> <p>On-going. Report on the Social Protection of the Workers in the Informal Sector is being drafted.</p> <p>Materials on the Rights of Workers in the Informal Sector are now being finalized for distribution by end-September 1997 to the public</p> <p>The DOLE Secretary issued Order Nos. 9 and 10 relating to Revised Rules on Book V of the Labor Relations and Book III and VI on Sub-contracting and Security of Tenure (effective June 21, 1997)</p> <p>On-going. DTLG Order 96-689 creating an Inter-Agency Task Force on Security of Tenure for Registered Vendors</p>

Table 17. Flagship Programs of the Social Reform Agenda

Program	Target Beneficiary	Identified Vulnerability of Target Beneficiary	SRA Commitments *	STATUS (as of October 1997)
6. Comprehensive and integrated delivery of basic social services (CIDSS)	Women in specially difficult circumstances	Unrecognized contribution to development Limited access to basic services Neglect of basic rights and welfare Discrimination in work and education	<p>Provision of access to employment and livelihood programs</p> <ul style="list-style-type: none"> <li>- Training and retraining of workers affected by GATT and other structural adjustments</li> <li>- Livelihood programs</li> </ul> <p>Ensure access to credit and market facilities</p> <p>Institutionalize representation of workers in the informal sector in decision and policy making bodies of government.</p> <p>Passage of Anti-Rape Law</p> <ul style="list-style-type: none"> <li>- reclassifying rape as a crime against persons</li> <li>- raising age of discernment from 12 to 14 for statutory rape</li> </ul> <p>Expansion of services for victims of violence</p> <p>Ensuring that social services such as day care and health programs are responsive to women's needs</p> <p>Ensuring that the framework of total family approach includes not just nuclear families but other emerging forms of families</p> <p>Increasing the representation of women in decision-making bodies at national and local levels to at least 30 %; and passage of enabling legislation for sectoral representation</p> <p>Consider women's issues as a cross-cutting concern in the SRA and develop indicators for monitoring</p> <p>Include the NCRFW as a regular member of SRC to ensure the integration of women's concerns in SRA programs</p> <p>Allocation by all line agencies and LGUs of their budgets to women's projects, benefiting particularly the most disadvantaged groups. Develop criteria, indicators and implementing mechanisms to ensure the effective use of this 5 % budget for women.</p>	<p>On-going. Loan assistance has been extended by DOLE/DTI and other agencies thru the DOLE Integrated Livelihood Programs (PRESEED, TULAY 2000 and WEED)</p> <p>On-going. The DOLE had sponsored four (4) regional consultations and strengthening the informal sector.</p> <p>Done. The Bill was signed into law (RA 8353) on 30 September 97 by FVR</p> <p>On-going. NCRFW is conceptualizing prototype projects to be tested in ARC (DAR) and other areas</p> <p>On-going. IRR of RA 7883 (BHW Incentive Act) signed E.O. 340 directs national government agencies and GOCCs to provide day care centers for their employees' children under 5 years of age</p> <p>On-going. DILG to conduct consultative meeting on amending the LGC</p> <p>On-going. Gender-responsive indicators were developed by the women sector and the NCRFW; consultations with statistical agencies are being conducted to enhance the MDN indicators</p> <p>Done. E.O. 368 amended E.O. 356 providing for implementing guidelines on the institutional arrangements to fast track SRA localization, to include the NCRFW in the membership of the SRC. Agreement reached during the 5th SRC meeting.</p> <p>On-going. As of end-1996, 13 line departments and 2 attached agencies have submitted a report on their compliance to the 5 % budget allocation as stipulated in Sec.27 of the 1996 GAA.</p>
	Disadvantaged children	Neglect of basic rights and welfare	<p>Recognition of children as separate sector</p> <p>Separate children's sector representative in the SRC</p> <p>Declare certain areas where children congregate as "Zone of Peace"</p> <p>Ensure sufficient funds for social services of children in specially difficult circumstances. Funds shall come from budget allocations</p> <p>Creation of the Family Court</p> <p>Enforcement of laws on children such as PD 603 on the Barangay Council for the Protection of Children, RA 6710 and 7658 on the protection of children's rights, and ratification of ILO Treaty 169 on Indigenous People's children.</p> <p>Recognize children's right to participate in development efforts towards poverty alleviation</p>	<p>Done. Board of the Council for the Welfare of Children passed a resolution (Jan. 15, 97) supporting the creation of a separate children's sector in the SRC</p> <p>Done. E.O. 241 was signed by FVR last 20 June 97 recognizing children as a separate sector under SRA.</p> <p>On-going. Regular budget allocation by DSWD to field offices.</p> <p>On-going. Council for the Welfare of Children is preparing inventory of existing budget for CEDC as basis for determining gaps</p> <p>Pending (3rd reading in the Senate; Sub-Committee level in the House)</p> <p>On-going. Meeting with Sec. Barbers held last Oct.23, 1996 for this purpose. Technical details were discussed last Nov. 11, 1996.</p> <p>On-going. Specific bodies where children could be initially represented are being identified; series of meetings with the DILG to promote children's representation in the barangay council</p> <p>A resolution condemning the recruitment and arming of children has been made to be signed by Sectoral Representatives and Secretaries.</p>

Table 17. Flagship Programs of the Social Reform Agenda

Program	Target Beneficiary	Identified Vulnerability of Target Beneficiary	SRA Commitments *	STATUS (as of October 1997)
Youth	Neglect of basic rights and welfare	NYC will convene the youth sector for nationwide forum to formulate a youth agenda.		Ten national and provincial consultations among the child, youth and student sectors have been started to include discussions on other NAPS agreements. These are being led by the sectoral representatives with funding and technical support from CIDSS.
			Involvement in the review of the National Youth Development Program	Done. Meeting between the SRA sectoral representative, the chairperson and the commissioner was convened last 9 June 96 wherein (1) orientation on SRA, CIDDS and NYC took place.; (2) the NYC was invited to participate in the CYS regional and provincial consultations; (3) Sectoral representatives were invited to participate in the discussion on the Youth Parliament last 1 August 96.
			Strengthening of government support including continued funding for the youth initiatives and programs.	On-going. NYC and SRC have agreed on the participation of the SRC sectoral representatives for youth on NYC activities. 11 regional and provincial consultations among the children, youth and student sectors have been conducted to include discussions on other NAPS agreements.
Students	Neglect of basic rights and welfare	Immediate passage of Magna Carta of Students' Rights Issuance of E.O. to create a Multi-Sectoral Council at the local and national levels to review tuition fee increases, curriculum and other policies concerning students. Representatives should come from teachers, parents, school administrators and employees, DECS, CHED and national student organizations Formulate implementing guidelines and operationalizing mechanisms of the National and Local Multi Sectoral Council. Certification of SB 889 and 315 as urgent SB 889 mandates appointment of all senior citizen (SC) presidents in respective Sanggunian; the national president to sit in the House of Representatives SB 315 gives privileges in private hospitals Ensuring budget appropriations for senior citizens in LGUs		On going. DECS has reviewed previous experiences regarding the multi-sectoral council and is in the process of reorganizing the same.
Senior citizens	Neglect of basic rights and welfare Limited access to basic services	Full implementation of Senior Citizens' Act		Pending. On-going. Follow up on-going review of DECS.
Persons with disabilities	Neglect of basic rights and welfare Limited access to basic services Discrimination in work and education Unrecognized contribution to development	Full implementation of Magna Carta for Disabled Persons (RA 7277) and Accessibility Law (BP 344)		On-going. FSCAP and SRC Elderly Council resolution requesting DILG/DBM to issue a Memorandum re: 1% Internal Revenue Allotment for OSCA Done. SC Sector submitted Resolution No. 01-97 to FVR requesting endorsement to Congress to amend the RA 7432 (Senior Citizens Act)
		Require the municipal governments to enact the Accessibility Law		On-going. CIDSS funded and provided technical support to a series of regional consultations on these laws. The sectoral representative has also visited different government departments to monitor implementation and observed that some agencies are not aware of these laws.
		Issuance of directive to implement E.O. 291 creating an Inter-Agency Committee on Employment Promotion, Protection and Rehabilitation of PWDs Enhancement of livelihood and employment opportunities		On-going. Implementation is strong only in highly urbanized areas.
		Develop reproduction centers for PWDs in all levels		On-going. The committee has been organized but the IRR has not been finalized.
		Designation of PWD sectoral representatives at the local level and creation of Disabled Persons Affairs Office in every municipality, city and province		on going. 1997 Tufay -2000 program funds is available and distributed to the 16 regions amounting to P27 M. On-going. Vocational rehabilitation production centers are operating in NCR and Region II only. The sectoral representative has urged the verification of the existence of these Kabuhayan Centers On going. FVR wrote a letter to Speaker Jose de Venecia to appoint a Sectoral Representatives for PWDs in Congress.

Table 17. Flagship Programs of the Social Reform Agenda

Program	Target Beneficiary	Identified Vulnerability of Target Beneficiary	SRA Commitments *	STATUS (as of October 1997)
			Improve the level of education enrollment for PWDs	On-going. Sectoral representative has submitted to the DSWD a draft E.O. creating an Ad Hoc Commission on Education for Persons with Disability to study the problem
			Develop an accurate database of all PWDs in the Philippines	On-going. Registration activity has had poor results. NGOs are being mobilized for the purpose.
			Implement community-based rehabilitation projects for PWDs	On-going. Initially implemented in 1 province per region except in CARAGA and CAR. A national Master Plan is being formulated by the National Council for the Welfare of Disabled Persons
			Create a community-based non-formal approach on autism, cerebral palsy and other mental handicaps	On-going. An NGO (CAHBRIBA) is pilot-testing community-based projects in regions 8 and 11.
			Create a multi-sectoral body to conduct a review of PD 1566 and ensure LGU compliance with its provisions to strengthen Disaster Council secretariats and relevant operations	Done. The NRRSC and NDCC-TWG has reviewed PD 1566 last February 1997. The President has issued a directive on compliance during the 7th SRC meeting last December 1996
			Enhance the Philippine Counter-Disaster Preparedness Plan (CDPP) - development of Local Preparedness and Counter-Disaster Preparedness Plan	Done. Conducted a 4-day review workshop on PD 1566 and related issuances. The NDCC issued a resolution for operational changes in the NDCC and CDPP procedures
			- Conduct of Local Hazard Vulnerability and Resource Analysis	On-going. The DSWD has approved the conduct of this analysis for the 3rd quarter of 1997.
			Review the enforcement of the Safety Codes and Counter-Disaster Laws	Done. Incorporated in the review of PD 1566.
			Formulate implementing guidelines for the use of the 5 % local fund out of the Internal Revenue Allotment (IRA)	Done. The IRR of RA 8185 has been approved
			Develop regulatory implementing mechanism, thru a local resolution, for the use of Presidential and NDCC Calamity Fund	On-going. Meeting with leagues of provinces, cities and municipalities for the use of the 5% calamity fund is identified as an activity in PD 1566. Follow-up meetings scheduled for the 3rd quarter of 1997
			Passage of NDC resolution to restructure the use of the 5 % calamity fund to cover preparedness and post-disaster concerns	Done. The IRR of RA 8185 has been approved.
			Create a multi-sectoral body to formulate the guidelines for the use of the Presidential and NDCC Calamity Fund	On going. To consult TWG League regarding possibility of a standard/ genuine guidelines for adoption by LGUs
			Institutionalize civil society's membership and participation in the DCCs at all levels	Done. NGO participation has been incorporated in the outputs of PD 1566 during the review workshop.
			Institutionalize participatory mechanism in DCC decision-making	Done. The DILG has issued a directive for the guidelines; the LGUs will implement
			LGA to include Disaster Management Training in their regular training modules for local government executives and career personnel	Done. The LGA has developed national trainers and Disaster Management content manuals. Four regional cluster enhancement trainings were conducted by LGA, local DM workers and NGOs.
			Institutionalize public awareness mechanisms on disaster preparedness at the national and local levels	Done. PIA and lead agencies were mandated accordingly.
			Develop disaster preparedness modules and drills exercises in primary and secondary schools	On going. DECS has initialized preparation of modules to include disaster management training in their school curriculum.
7. Expansion of credit	All sectors across ecosystems	Lack of capital Lack of institutional capacity	Launching of "Credit-for-the-Poor Program" Rationalization of existing credit programs Establishing partnership between GFIs and cooperatives and NGOs with the Land Bank as trustee bank for specialized credit and cooperatives, POs and NGOs as program implementors Provide access to NGOs/POs of LBP and DBP credit windows which are non-collateralized	Done. LBP provides non-collateralized loans. The bank only requires Promissory Notes. Real estate mortgage and chattel mortgage are only required if the collateral item is the object of financing. The PCFC has also extended P 365 million in loans to NGOs and POs (The LBP-NLSF has contributed P 100 million to PCFC as paid-up capital)
			Study the possibility of regionalizing NCC	Done. The NCC Execcom has issued a resolution for this last January 97.

Table 17. Flagship Programs of the Social Reform Agenda

Program	Target Beneficiary	Identified Vulnerability of Target Beneficiary	SRA Commitments *	STATUS (as of October 1997)
			Amend PDIC Charter Creation of Guarantee Funds from NGOs/POs and non-bank cooperatives Tap PUNLA Development Fund for capability-building funds Strengthen NCC coordination and linkages with the sectors on their needs  PCFC to consider variance between Grameen banking approach and other variations Allow NGOs to undertake deposit-taking activities  Allow LGUs to directly tap international financial institutions or minimize layering	Pending. Currently being studied by NCC  On-going. A course on micro-finance was conducted last May 1997 by PUNLA. On-going. NCC, PCFC and PUNLA conducted a micro-finance conference last November 96 attended by 92 MFIs. Meetings were held last January 97 on coordinating the efforts of NCC and MFIs. The NCC is supporting the microfinance standards coalition project of the USAID. Done. NEDA Board Resolution pushed the Grameen Bank Approach in delivering credit services On-going. This is part of the USAID grant to rationalize credit and guarantee programs of the government On-going. The DOF is finalizing its proposal on this.
8. Livelihood	All sectors across ecosystems	Lack of access to productive resources	Creation of more livelihood opportunities Building institutions responsive to the need for livelihood - Implement the National Livelihood Development Plan - Finalize NLDP guidelines  - Create a policy-making, planning and coordinating body to implement the NLDP - Creation of the National Livelihood Development Council  Strengthening of the community-based aspect of livelihood creation - Creation of one-stop livelihood unit at every LGU in all provinces, cities and municipalities  - Conduct of a "livelihood hour" by the Kabuhayan Committees under the leadership of the local chief executive Draft a Bill creating the NLDC to be certified by the President as urgent  Completion of all SRAs Livelihood Convergence Plans	Pending. Presidential directive still to be issued. Pending. The NLDP has been revised twice by the NEDA Technical Board Pending. To be done thru the aforesaid Presidential directive Pending. Integrated in the anti-poverty bill. (Committee level in both houses of congress)  On-going. The Kabuhayan Center/Hour was launched last June 97 by the President. The DILG will serve as the national secretariat. Not all LGUs were able to establish KCs due to lack of resources. Done. An existing activity launched last June 97. This is held every Friday. On going. Bill has been passed in the House of Reps.. Discussions are still on-going at the Senate Committee on Social Justice, Welfare and Development. On going. There are 15 provincial livelihood convergence plans already formulated in the C-20 provinces and plans in the C-37.
9. Institution-building and effective participation in governance	All sectors across ecosystems	Weak capability-building for POs and cooperatives Local governance unresponsive to the realities of the basic sectors	Strengthen LGUs to undertake social reform	On-going. Sixty-nine ILGAs established. Upgraded capabilities of MDMTs/ DILG Personnel thru SRA-MBN incorporated ICBP Core Modules. Seventy-six MDMTs organized and trained (1 per province). Conducted TNA to assess the capability of the functionaries in integrating SRA-MBN concerns in the Development Plans Ensured LGU understanding and commitment on SRA thru SRA-MBN orientation, organized LSRCs and TWG in the 77 provinces Facilitated development of LGU capability to do MBN thru training, CBIS installation and team organizing in 77 provinces. Monitored LGU capability to manage the SRA. Only 16 % of provinces and 1 % of municipalities are implementing their commitments. Nine percent of provinces, 1 % of cities, 5 % of municipalities and 1 % of barangays have allocated the 20 % Development Fund to SRA.

Table 17. Flagship Programs of the Social Reform Agenda

Program	Target Beneficiary	Identified Vulnerability of Target Beneficiary	SRA Commitments *	STATUS (as of October 1997)
			Strengthen the ICBP for POs and cooperatives	On-going. Formulated provincial Capability-Building Plan. Accreditation Guidelines already signed by DILG Secretary last September 96. Formulation Guidelines also approved by DILG Secretary. Integrated SRA-MBN in BATP modules; Post-evaluation of application in 5 provinces was conducted.
			Expand NGA programs for financial assistance and incentives for cooperatives	-----
			Open ODA windows for capability-building for LGUs, NGOs/POs and basic sectors	On-going. Directory of ODA distributed; formulation of guidelines in accessing ODA, for printing.
			Draft a resolution to congress regarding allocation of 70 % of CDF for local programs	Not done. Included in the agenda in consultation with the leagues scheduled 4th week of June.
			Encourage joint ventures and cooperative undertakings	On-going. Training modules for POs and cooperatives developed jointly with Cooperatives Development Authority (CDA)
			Assist in formulating tax packages for growth and establishment of community organizations	On-going. Proposed amendments to the LG Code, which includes taxation, submitted to the President October 96.
			Ensure implementation of LGC provisions on sectoral representation and on preferential option for the poor and marginalized sectors	On-going. Joint Administrative Order Nos. 2 and 3 of DILG and DA forwarded to LGUs for implementation. Report on compliance is now awaited.
			Support and ensure sectoral representation in sanggunians	-----
			Institutionalize information system/network in all levels	On-going. The DILG is setting up facilities in all regional offices by the Electronic Data Processing Service
			Provision of voting precincts for persons with disabilities	Not done.
			Fulfillment of MBN which are monitored at the family level	Not done.
			- Participation of family members in at least 1 PO	
			- Family members able to vote at elections	
			- Safety from crime and armed conflict	

\* Commitments made during the 1994 SRA Summit, the 1996 National Anti-Poverty Summit

Source : Social Reform Council

Table 18. Minimum Basic Needs (MBN) Indicators

INDICATOR	
01. Newborn with birthweight below 2.5 kgs.	227,082
02. Severely & moderately underweight children under 5 y.o.	201,023
03. Pregnant & lactating mothers not provided w/ iron & iodine supp.	224,377
04. Infants not exclusively breastfed for at least 4 months.	189,427
05. Deliveries not attended by trained personnel.	190,527
06. At least 1 year old infants not fully immunized.	201,124
07. Pregnant women without 2 doses of Tetanus Toxoid.	210,216
08. More than 1 diarrhea episode per child below 5 yrs. old.	241,273
09. Deaths in the family due to preventable causes within 1 yr.	160,254
10. Couples without access to family planning services.	288,534
11. Couples not practicing family planning in the last 6 months.	316,610
12. Solo parent not availing of health care services.	259,959
13. Family without access to potable water w/in 250 meters.	266,652
14. Family without sanitary toilet (water-sealed, antipolo. flush type).	353,247
15. Family members without basic clothing.	86,927
16. Housing not owned, rented, or shared.	67,831
17. Housing not durable for at least 5 years.	199,686
18. Family members not safe from crimes against person.	102,680
19. Family members not safe from crimes against property.	113,983
20. Family member is severely affected by natural disaster.	124,515
21. Family members is a victim of armed conflict.	123,440
22. Head of the family not employed.	367,574
23. Other members of the family 18 yrs. & above not employed.	516,683
24. Family with income below subsistence threshold level.	564,703
25. Children 3-5 yrs. old not attending day care/preschool.	399,153
26. Children 6-12 yrs. old not in elementary school.	228,083
27. Children 13-16 yrs. old not in high school.	327,077
28. Family members 10 y. o. & above cannot read & write & do simple computations.	242,597
29. Family members not involved in at least 1 legitimate PO/ ass. for com. development.	342,336
30. Family members cannot/did not vote at elections.	89,868
31. Children below 18 y. o. engaged in hazardous occ.	152,994
32. Incidence of domestic violence.	115,641
33. Child below 7 yrs. old left unattended.	127,090

Source : Presidential Commission to Fight Poverty (PCFP)



Table 19. Preliminary MBN Results, Philippines, February 1997

INDICATOR	Number of Families With Unmet Needs
24. Family with income below subsistence threshold level.	564,703
23. Other members of the family 18 yrs. & above not employed.	516,683
25. Children 3-5 yrs. old not attending day care/preschool.	399,153
22. Head of the family not employed.	367,574
14. Family without sanitary toilet (water-sealed, antipolo, flush type).	353,247
29. Family members not involved in at least 1 legitimate PO/ ass. for com. devt.	342,336
27. Children 13-16 yrs. old not in high school.	327,077
11. Couples not practicing family planning in the last 6 months.	316,610
10. Couples without access to family planning services.	288,534
13. Family without access to potable water w/n 250 meters.	266,652
12. Solo parent not availing of health care services.	259,959
28. Family members 10 y. o. & above cannot read & write & do simple computations.	242,597
08. More than 1 diarrhea episode per child below 5 yrs. old.	241,273
26. Children 6-12 yrs. old not in elementary school.	228,083
01. Newborn with birthweight below 2.5 kgs.	227,082
03. Pregnant & lactating mothers not provided w/ iron & iodine supp.	224,377
07. Pregnant women without 2 doses of Tetanus Toxoid.	210,216
06. At least 1 year old infants not fully immunized.	201,124
02. Severely & moderately underweight children under 5 y.o.	201,023
17. Housing not durable for at least 5 years.	199,686
05. Deliveries not attended by trained personnel.	190,527
04. Infants not exclusively breastfed for at least 4 months.	189,427
09. Deaths in the family due to preventable causes within 1 yr.	160,254
31. Children below 18 y. o. engaged in hazardous occ.	152,994
33. Child below 7 yrs. old left unattended.	127,090
20. Family member is severely affected by natural disaster.	124,515
21. Family members is a victim of armed conflict.	123,440
32. Incidence of domestic violence.	115,641
19. Family members not safe from crimes against property.	113,983
18. Family members not safe from crimes against person.	102,680
30. Family members cannot/did not vote at elections.	89,868
15. Family members without basic clothing.	86,927
16. Housing not owned, rented, or shared.	67,831

\*\* Sorted according to the number of families with unmet needs

Source : Presidential Commission to Fight Poverty (PCFP)

Table 20. Status of MBN-CBIS Installation (As of May 1997)

REGION	Total					5th and 6th Class				
	Population 3/	Municipalities		Barangays		Population 3/	Municipalities		Barangays	
		Total No. 2/	With CBIS	Total No. 2/	With CBIS		Total No. 2/	With CBIS	Total No. 2/	With CBIS
Philippines	68,611,432	1,534	941	39,771	14,754	11,866,956	260	416	19,027	5,643
NCR	9,454,040									
CAR	1,254,838	76	75	1,174	864	668,968	66	64	841	818
Region I	3,803,890	122	21	3,260	657	1,285,597	78	17	1,445	204
Region II	2,536,035	92	86	2,314	2,108	990,714	59	34	1,114	530
Region III	6,932,570	117	72	2,946	723	1,074,642	41	15	642	99
Region IV	9,940,722	215	93	5,768	824	1,869,874	105	43	1,704	136
Region V	4,325,307	112	55	3,471	873	1,647,088	72	22	1,708	338
Region VI	5,776,938	125	89	4,048	2,115	1,651,579	72	48	1,802	736
Region VII	5,014,588	123	80	3,003	1,278	1,512,212	87	44	1,649	178
Region VIII	3,366,917	140	137	4,390	3,456	1,902,888	118	59	2,824	1,513
Region IX	2,794,659	75	45	2,113	433	1,311,340	55	28	1,296	289
Region X	2,483,272	65	32	1,514	394	684,974	45	25	780	216
Region XII	4,604,158	66	25	1,521	256	288,400	12	4	173	22
Region XII	2,359,808	52	23	1,428	447	536,909	27	9	528	523
ARMM	2,020,903	83	58	2,136	249	1,646,052	73	N/A	1,842	N/A
CARAGA	1,942,687	71	10	685	77	735,719	50	4	679	41

Source : PCFP

Based on Provincial Report (Actual)

1/ Based on DOF-BLGF July 1, 1993 LGU classification

2/ based on DILG-BLGS, As of September 1995

3/ NSCB, As of September 1, 1995

4/ NBDO-DILG, as of December 1, 1995

CBIS installed-completion of barangay data gathering, results have been validated with community residents, analysis and consolidation of data done using MBN Form 2.

Table 21. Status of MBN-CBIS Installation , Provincial Level(As of May 1997)

Region	Total					5th and 6th Class				
	Population 3/	Municipalities		Barangays		Population 3/	Municipalities		Barangays	
		Total No. 2/	With CBIS	Total No. 2/	With CBIS		Total No. 2/	With CBIS	Total No. 2/	With CBIS
Philippines	68,611,332	1,534	901	40,396	14,754	17,406,956	960	416	19,027	5,643
CAR										
Abra	195,964	27	27	303	133	160,514	26	26	272	272
Benguet	540,716	13	13	140	140	128,675	9	9	90	90
Apayao	83,660	7	7	131	131	41,810	4	4	73	72
Kalinga	154,145	8	8	152**	152	67,581	6	6	87	85
Ifugao	149,598	11	11	175	175	139,634	11	10	175	166
Mt. Province	130,755	10	9	144	133	130,754	10	9	144	133
Baguio City				129						
Sub-total	1,254,838	76	75	1,174	564	668,968	66	64	841	818
Region I										
Ilocos Norte	482,651	22	5	477	135	232,926	17	5	303	
Laoag City				80	11					
Ilocos Sur	545,385	34	1	768	3	333,292	28		528	
La Union	597,442	20	1	576	3	222,427	12		252	
Pangasinan	2,178,412	46	14	1,247	495	496,952	21	12	362	204
Dagupan City				31	10					
San Carlos City				81						
Sub-total	3,803,890	122	21	3,100	657	1,285,597	38	17	1,445	204
Region II										
Batanes	14,180	6		29	6	14,180	6		29	
Cagayan	895,050	29	29	820	809	335,092	17		373	
Isabela	1,160,721	36	36	1,018	1,018	411,946	22	22	480	480
Santiago City				37	5					
N. Vizcaya	334,965	15	15	278**	237	175,579	11	8	181	50
Quirino	131,119	6	6	132	33	53,917	3	4	51	
Sub-total	2,546,033	92	86	2,314	1,108	990,714	55	34	1,114	530
Region III										
Bataan	491,459	12	6	236	126	93,467	4		42	
Bulacan	1,784,441	24	24	568	25	11,194	1	1	8	NIA
Nueva Ecija	1,505,827	29	17	703	21	422,023	15	8	268	NIA
Cabanatuan City				89	89					
Palayan City				18	5					
San Jose City				38						
Pampanga	1,635,767	21	12	504	12	200,591	6		82	NIA
Angeles City				33	3					
Tarlac	945,810	18		510	209	216,296	9		143	NIA
Zambales	569,266	13	13	230	228	131,071	6	6	99	99
Olongapo City				17	5					
Sub-total	6,932,570	147	72	2,946	724	1,074,642	41	15	643	99
Region IV										
Aurora	159,621	8	8	151	151	40,337	3	3	31	31
Marinduque	199,910	6	6	218	218	17,359	1	4	15	15
Laguna	1,631,082	29	20	594	59	328,340	17	10	301	NIA
San Pablo City				80						
Batangas	1,658,567	32	10	900	90	371,013	16		323	NIA
Batangas City				105						
Lipa City				72						
Cavite	1,610,324	20	2	696	10	125,191	6	2	123	NIA
Cavite City				84				17		
Tagaytay City				35						
Trece Martirez City				13						
Oriental Mindoro	608,616	15	4	426	38	159,773	6	1	113	28
Occidental Mindoro	337,231	11	11	164	162	123,849	6	6	64	62
Palawan	640,486	23	17	364	51	89,023	11		125	
Puerto Princesa City				66						
Quezon	1,537,742	40	15	1,209	45	364,718	21		407	NIA
Lucena City				187						
Rizal	1,312,489	14		187		75,434	3		39	NIA
Romblon	244,654	17		219		174,837	15		163	NIA
Sub-total	9,940,722	215	93	3,770	824	1,869,874	105	43	1,704	436

Table 21. Status of MBN-CBIS Installation , Provincial Level(As of May 1997)

Region	Total					5th and 6th Class				
	Population 3/	Municipalities		Barangays		Population 3/	Municipalities		Barangays	
		Total No. 2/	With CBIS	Total No. 2/	With CBIS		Total No. 2/	With CBIS	Total No. 2/	With CBIS
Region V										
Catanduanes	202,464	11	1	315	3	152,552	10		252	NIA
Sorsogon	591,927	16	1	541	3	292,657	11		323	NIA
Albay	1,005,315	17	18	650	97	150,416	6	2	142	NIA
Legazpi City				70	70					
Camarines Norte	439,151	12	4	282	30	159,535	7	4	125	NIA
Camarines Sur	1,432,598	35	10	1,000	120	563,169	23	2	508	NIA
Iriga City				36						
Naga City				27						
Masbate	653,852	21	21	550	550	328,759	15	14	358	338
Sub-total	4,323,407	112	55	3,471	873	1,647,088	72	22	1,703	334
Region VI										
Aklan	410,539	17	17	327	298	316,290	15	15	276	276
Antique	431,713	18	18	590	590	341,068	16	16	486	412
Capiz	624,469	16	15	426	167	255,212	9	8	189	NIA
Roxas City				47	1					
Iloilo	1,749,561	43	25	1,721	944	589,143	25	6	763	NIA
Iloilo City				180						
Guimaras	126,470	5	5	96	88	63,468	3	3	46	48
Negros Occ.	2,434,186	26	9	506	27	86,398	4		42	NIA
Bacolod City				61						
Bago City				24						
Cadiz City				22						
La Carlota City				14						
San Carlos City				18						
Silay City				16						
Sub-total	5,776,938	125	89	4,048	2,415	1,651,579	72	48	1,802	736
Region VII										
Cebu	2,921,145	48	5	986	63	626,770	29	4	473	44
Cebu City				80	5					
Danao City				42						
Lapu-Lapu City				30	3					
Mandaue City				27	4					
Toledo City				38						
Bohol	994,440	47	47	1,094	969	545,116	40	34	812	NIA
Tagbilaran City				15						
Siquijor	73,756	6	6	134	134	73,756	6	6	134	134
Negros Oriental	1,025,247	22	22	480	100	266,570	12		230	NIA
Bais City				35						
Canlaon				12						
Dumaguete City				30						
Sub-total	5,014,588	123	80	3,063	1,278	1,512,212	87	44	1,649	178
Region VIII										
Samar	589,373	25	25	794	792	319,484	22	22	642	639
Calbayog City				157	104					
E. Samar	362,324	23	20	597	185	243,967	20		430	NIA
N. Samar	454,195	24	24	569	353	345,052	22		458	NIA
Leyte	1,511,251	41	41	1,393	1,393	639,419	29	29	777	776
Ormoc City				110	81					
Tacloban City				138						
Southern Leyte	317,565	19	19	500	450	222,757	17		385	NIA
Biliran	132,209	8	8	132	98	132,209	8	8	132	98
Sub-total	3,466,917	140	137	4,390	3,456	1,902,868	118	59	2,824	1,513
Region IX										
Basilan	295,565	7	7	255	67	223,198	6		210	NIA
Zamboanga N.	770,697	26	10	619	179	378,490	18	10	395	179
Dapitan City				50						
Dipolog City				21						
Zamboanga City	1,728,397	42	28	1,016	139	709,652	31	18	691	110
Pagadian City				54	4					
Zamboanga City				98	44					
Sub-total	2,794,659	75	45	2,413	433	1,311,340	55	28	1,296	289

Table 21. Status of MBN-CBIS Installation, Provincial Level(As of May 1997)

Region	Total					5th and 6th Class				
	Population 3/	Municipalities		Barangays		Population 3/	Municipalities		Barangays	
		Total No. 2/	With CBIS	Total No. 2/	With CBIS		Total No. 2/	With CBIS	Total No. 2/	With CBIS
Region X										
Misamis Or.	1,015,865	24	24	343	342	265,016	17	17	227	200
Cagayan de Oro City				80						
Gingoog City				79	4					
Misamis Occ.	458,965	14	8	337	24	138,291	14	8	337	16
Ozamiz City				51						
Oroquieta City				47						
Tangub City				55						
Bukidnon	940,403	22		464	14	241,398	10		173	NIA
Camiguin	68,039	5		58	10	40,269	4		43	NIA
Sub-total	2,483,272	65	32	1,314	194	684,974	43	25	780	216
Region XII										
Davao del Norte	1,191,443	22	2	457	5	89,848	4		49	
Davao del Sur	1,683,909	15	6	338	90	78,991	3	3	67	14
Davao City				180						
Davao Oriental	413,472	11	6	183	54	57,414	3	1	34	8
South Cotabato	948,328	11	4	197	52	62,147	2		23	NIA
General Santos City				26	26					
Sarangani	367,006	7	7	140	29					
Sub-total	4,604,158	66	23	1,521	256	248,400	12	4	173	22
Region XII										
N. Cotabato	862,666	18	18	542	155	138,687	5	5	100	98
Cotabato City	146,779			37						
Lanao del Norte	713,787	22	5	462	54	306,594	19	4	378	375
Iligan City				44	9					
Marawi City	114,389			96	33					
Sultan Kudarat	522,187	12		247	196	91,628	3		50	50
Sub-total	2,359,808	53	23	1,428	447	526,909	27	9	528	523
ARMM										
Lanao del Sur	571,804	37	34	1,059	111	571,804	37		1,059	NIA
Maguindanao	662,180	18	18	464	54	410,949	10		213	NIA
Sulu	536,201	18	3	410	54	459,253	17		402	NIA
Tawi-Tawi	250,718	10	3	203	30	204,046	9		168	NIA
Sub-total	2,020,903	83	58	2,136	249	1,646,052	73	NIA	1,842	NIA
CARAGA										
Agusan del Sur	514,736	14	4	314**	10	48,707	2		26	
Agusan del Norte	514,485	11		163	9	136,240	8		88	
Butuan City				86						
Surigao del Sur	471,263	19	6	309**	49	213,478	13	4	184	41
Surigao del Norte	442,203	27		382	9	337,294	27		381	
Surigao City				54						
Sub-total	1,942,687	71	10	685	77	715,719	50	4	679	41

Source: PCFP

Based on Provincial Report (Actual)

1/ Based on DOF-BLGF July 1, 1993 LGU classification

2/ based on DILG-BLGS: As of September 1995

3/ NSCB: As of September 1, 1995

4/ NBOO-DILG, as of December 1, 1995

CBIS Installed-completion of barangay data gathering, results have been validated with community residents, analysis and consolidation of data done using MBN Form 2.

SOURCE: PCFP

Table 22. Special Funds for the Social Reform Agenda, 1996 and 1997

ITEM	1996 POVERTY ALLEVIATION FUND	1996 LOCAL GOVERNMENT EMPOWERMENT FUND	1997 POVERTY ALLEVIATION FUND
<i>Nature and Intent</i>	To address the needs of priority geographical areas where standard programs are inadequate or ineffective	To implement industrialization projects in the SRA's 20 priority provinces	To address the 6 most unmet basic minimum needs of poor communities, based on initial surveys of PCFP and DSWD, and enable the full installation of the MBN-CBIS for poverty-tracking
<i>Amount</i>	P 4.0 billion	P 100 million	P 2 billion
<i>Geographical Scope</i>	The 20 priority provinces, ARMM and Mindanao Within these areas, 5th/6th class municipalities and SRA convergence areas	The 20 priority provinces	5th and 6th class municipalities and cities outside NCR with depressed urban poor communities
<i>Programs and Projects</i>	Scholarship assistance (P 500 M) - Study Now Pay Later Plan (P 200 M) - Post Graduate Scholarship Program for foreign and local scholarships, preferably in post-graduate courses in science, education and engineering (P 100 M) - Allocation of P 1 M for each state college/university (P 99 M) - Grant of scholarships to Medicine students with priority to women scholars from 5th and 6th class municipalities (P 101 M) Hiring of 2,000 teachers for 6th class municipalities (P 300 M) Additional school desks for 4th, 5th and 6th class municipalities and cities (P 200 M) Direct assistance to farmers in depressed barangays, including housing assistance to victims of calamities (P 1 billion) Communal irrigation (P 1 B) Support for the Operation of Family Health Nutrition Welfare Program of the DOH and Preventive Health Care Program of DECS, including the hiring of 2,240 additional nurses and incentive to doctors assigned in doctorless areas (P 700 M) Reintegration assistance for returning undocumented OCWs (P100 M) Assistance for distressed and disadvantaged population including Slum Clearance and Urban Development Program (P 200 M)	Construction of public markets and post-harvest facilities	Livelihood (P 100 M) Potable Water Development and Sanitation - (P 533 M) Health and Nutrition (P 400 M) Basic Child Care (P 133 M) Environment Resource Management (P 267 M) Basic Education (P 267 M) Resettlement (P 100 M) Housing (P 100 M) MBN-CBIS Installation (P 100 M)
<i>Allocation scheme (net of reserve impositions)</i>	P 92.6 M for each of the 13 priority provinces in Luzon and Visayas P 173.7 M for each of the 4 ARMM provinces P 92.6 M for each of the 3 other priority provinces in Mindanao P 26.1 M for each of the remaining provinces in Mindanao	P 4.25 M for each of the 20 priority provinces	P 1,559 M for each 5th and 6th class municipality

Sources : 1996 General Appropriations Fund, Executive Order No.407 and its Implementing Rules and Regulations

file : fund-96b.xls

Table 23. 1996 Poverty Alleviation Fund

Purposes	Department/ Agency	Net Program	Disbursement	Disbursement Rate (%)
		(in thousand pesos)		
1. Scholarship Assistance Program				
a. Study Now Pay Later		160,000		
b. Post Graduate Scholarship		80,000		
c. State Universities and Colleges P1.0M Allocation		79,200		
d. Medicine Scholarship Program		80,800		
<b>Sub-Total</b>	<b>CHED</b>	<b>400,000</b>	<b>71,886</b>	<b>17.97</b>
2. Hiring of 2,000 Additional Teachers to be assigned to 6th Class Municipalities	<b>DECS</b>	210,000	74,689	35.57
3. Additional School Desk to be released through Local School Boards of 4th, 5th and 6th Class Municipalities and Cities	<b>DECS</b>	170,000	138,125	81.25
4. Direct Assistance to Farmers				
a. Depressed Municipalities and Barangays Including Housing Assistance for Victims of Calamities	<b>DA</b>	848,000	6,652	0.78
b. Communal Irrigation Projects to be released through LGUs	<b>NIA</b>	850,000	181,677	21.40
<b>Sub-Total</b>		<b>1,698,000</b>	<b>401,143</b>	<b>23.62</b>
5. Reintegration Assistance for Returning Undocumented Overseas Contract Workers	<b>DOLE</b>	80,000	15,379	19.22
6. Support for the Operation:				
a. Family Health Nutrition Welfare Program of the DOH and Incentive to Doctors Assigned in Doctorless Areas	<b>DOH</b>	238,000	88,589	37.22
b. Preventive Health Care Program of DECS Including Hiring of 2,240 Additional Nurses	<b>DECS</b>	252,000	94,324	37.43
<b>Sub-Total</b>		<b>490,000</b>	<b>198,291</b>	<b>40.47</b>
7. Assistance Program for Distressed and Disadvantaged Population Including Slum Clearance and Urban Development Program	<b>DSWD</b>	165,000	90,219	54.68
<b>Grand Total</b>		<b>3,213,000</b>	<b>761,539</b>	<b>23.70</b>

Source : Social Reform Council

Table 24. SRA Budget Disaggregation and Poverty Incidence, By Region

Region	Budget Allocation			Poverty Incidence	
	Amount (P Million)	Per Capita (In Pesos)	Rank	Incidence (%)	Rank
NCR	1,510	184	16	8.5	15
CAR	1,427	1,484	1	55.4	2
Ilocos	3,424	964	7	48.7	6
Cagayan Valley	2,590	1,151	2	36.1	11
Central Luzon	5,009	868	9	24.6	14
Southern Tagalog	5,354	661	13	29.5	13
Bicol	2,394	629	14	54.2	4
Western Visayas	2,739	580	15	42.5	8
Central Visayas	2,767	728	12	32.0	12
Eastern Visayas	2,161	739	11	38.7	10
Western Mindanao	1,627	806	10	45.0	7
Northern Mindanao	1,972	1,061	4	52.2	5
Central Mindanao	2,641	909	8	40.3	9
Southern Mindanao	1,705	1,074	3	54.8	3
ARMM	1,898	1,033	5	60.5	1
CARAGA	1,582	1,029	6	--	--

Source : DBM Report on the Resource Agenda, June '96



Table 25. Per Capita National Government Expenditure, Net of Debt Relief Fund at constant 1988 prices, 1992-1999

	1992		1993		1994		1995	
	Level (in P1,000)	Share (in Percent)	Level (in P1,000)	Share (in Percent)	Level (in P1,000)	Share (in Percent)	Level (in P1,000)	Share (in Percent)
Total	5,011	100	5,402	100	6,097	100	7,582	100
Public Administration	1,251	24.96	1,101	20.37	1,191	19.53	1,842	24.30
Public Administration	872	17.40	722	13.37	791	12.98	1,366	18.02
Peace and Order	379	7.56	378	7.00	400	6.55	476	6.28
National Defense	503	10.03	543	10.05	586	9.61	675	8.90
Social Services	1,404	28.03	1,354	25.06	1,548	25.39	1,892	24.95
Education	1,045	20.85	1,097	20.31	1,219	19.99	1,439	18.98
Health	274	5.47	187	3.47	218	3.57	242	3.20
Social Services, labor welfare and employment	64	1.28	47	0.87	75	1.24	157	2.07
Housing and community development	21	0.43	22	0.41	36	0.59	53	0.70
Economic Services	1,387	27.68	1,449	26.82	1,567	25.69	1,834	24.19
Agrarian Reform	18	0.37	21	0.38	22	0.36	22	0.29
Agriculture	184	3.68	212	3.93	217	3.57	238	3.13
Natural Resources	119	2.38	95	1.75	113	1.85	111	1.46
Trade & Industry	23	0.45	31	0.57	40	0.66	44	0.58
Tourism	9	0.18	11	0.20	12	0.19	13	0.17
Public Works	430	8.57	545	10.08	664	10.89	836	11.02
Transportation	129	2.57	126	2.33	137	2.24	167	2.20
Other Economic Services	474	9.47	409	7.57	362	5.93	404	5.33
Internal Revenue Allotment Fund	466	9.31	956	17.70	1,206	19.78	1,339	17.66

\* Net of Poverty Alleviation Fund

Source : General Appropriations Act, 1992-1997

	1996 *		1997 *		1998 * (Adjusted)		1999 * (Proposed)	
	Level (in P1,000)	Share (in Percent)	Level (in P1,000)	Share (in Percent)	Level (in P1,000)	Share (in Percent)	Level (in P1,000)	Share (in Percent)
Total	8,682	100	9,651	100	10,829	100	11,768	100
Public Administration	1,991	22.93	1,847	19.14	1,662	15.35	1,754	14.91
Public Administration	1,407	16.21	1,169	12.11	785	7.25	838	7.12
Peace and Order	583	6.72	678	7.03	878	8.10	917	7.79
National Defense	753	8.67	1,030	10.67	1,253	11.57	1,334	11.33
Social Services	2,136	24.61	2,510	26.00	3,213	29.67	3,388	28.79
Education	1,737	20.00	2,029	21.03	2,704	24.97	2,846	24.19
Health	258	2.97	311	3.23	311	2.87	318	2.70
Social Services, labor welfare and employment	112	1.28	118	1.22	157	1.45	178	1.52
Housing and community development	30	0.35	51	0.53	41	0.38	45	0.38
Economic Services	2,342	26.97	2,792	28.93	2,820	26.04	2,797	23.76
Agrarian Reform	25	0.28	54	0.55	188	1.74	238	2.02
Agriculture	408	4.69	446	4.62	364	3.36	420	3.56
Natural Resources	155	1.78	178	1.85	148	1.36	154	1.31
Trade & Industry	50	0.58	47	0.49	54	0.50	48	0.40
Tourism	16	0.19	17	0.17	15	0.14	17	0.15
Public Works	1,079	12.43	1,418	14.69	946	8.74	994	8.45
Transportation	148	1.71	188	1.94	248	2.29	309	2.62
Other Economic Services	461	5.31	444	4.60	856	7.91	618	5.25
Internal Revenue Allotment Fund	1,460	16.81	1,473	15.26	1,880	17.36	2,496	21.21

Table 26. Status of Social Reform Agenda Priority Bills (As of February 25, 1998)

PRIORITY BILL	HOUSE of REPRESENTATIVES							Law Passed	SENATE						
	A	B	C	D	E	F	G		G	F	E	D	C	B	A
Poverty Alleviation Act								Yes							
Fisheries Code								Yes							
Indigenous Peoples' Rights Act								Yes							
Repeal of Anti-Squatting Law								Yes							
Increasing the Agrarian Reform Fund								Yes							
Land Use Policy Act															
Anti-Rape Bill								Yes							
Family Courts Act								Yes							
Irrigation and Agricultural Productivity Act								Yes							
Magna Carta for Students															

A - Pending at Committee level  
B - For Sponsorship (2nd Reading)

C - Interpellations (2nd Reading)  
D - Amendments (2nd Reading)

E - Approved on 2nd Reading  
F - Approved on 3rd and Final Reading  
G - Pending in Bicameral Conference Committee

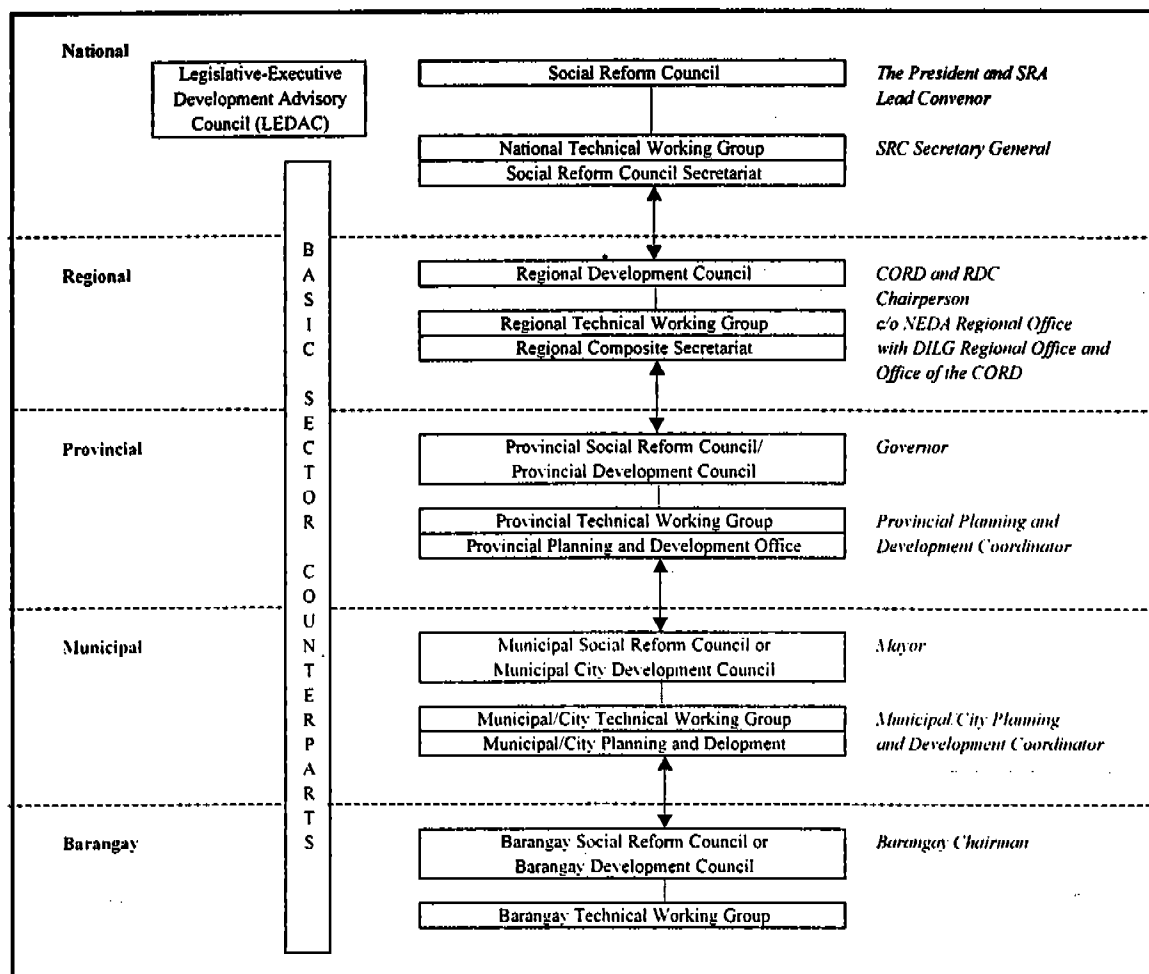
Source : Social Reform Council

Table 27. SRA Convergence Sites, 5<sup>th</sup> and 6<sup>th</sup> Class Municipalities, 1997

Region	5 <sup>th</sup> and 6 <sup>th</sup> Class Municipalities	Convergence Areas	Municipalities without any convergence areas
Philippines	1,296	1,543	350
CAR	71	121	4
Ilocos	99	70	41
Cagayan Valley	100	52	39
Central Luzon	67	71	17
Southern Tagalog	156	129	64
Bicol	93	164	7
Western Visayas	101	125	26
Central Visayas	121	45	72
Eastern Visayas	131	192	23
Western Mindanao	71	75	20
Northern Mindanao	60	124	1
Southern Mindanao	42	63	7
Central Mindanao	39	68	1
CARAGA	65	116	11
Autonomous Region of Muslim Mindanao	80	128	17

Source: Social Reform Council

Figure 1. Social Reform Agenda Institutional Network (based on EO 356 Implementing Guidelines)



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