



Food and Agriculture  
Organization of the  
United Nations



# Seeking greater coherence between agriculture and social protection in the Philippines

A policy and programmatic review



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# Abbreviations and acronyms

<b>4Ps</b>	Pantawid Pamilyang Pilipino Program	<b>GDP</b>	gross domestic product
<b>AFF</b>	agriculture, forestry and fisheries	<b>ILO</b>	International Labour Organization
<b>ARB</b>	agrarian reform beneficiary	<b>KII</b>	key informant interview
<b>ARBO</b>	agrarian reform beneficiary organization	<b>LGU</b>	local government unit
<b>ARC</b>	agrarian reform community	<b>MAO</b>	municipal agriculture officer
<b>CARP</b>	Comprehensive Agrarian Reform Program	<b>MSWDO</b>	municipal social welfare and development officer
<b>CCT</b>	conditional cash transfer	<b>NAPC</b>	National Anti-Poverty Commission
<b>CSO</b>	civil society organization	<b>NEDA</b>	National Economic and Development Authority
<b>DA</b>	Department of Agriculture	<b>NGA</b>	national government agency
<b>DAR</b>	Department of Agrarian Reform	<b>NGO</b>	non-government organization
<b>DBM</b>	Department of Budget and Management	<b>NNC</b>	National Nutrition Council
<b>DepEd</b>	Department of Education	<b>PDP</b>	Philippine Development Plan
<b>DILG</b>	Department of the Interior and Local Government	<b>PPAN</b>	Philippine Plan of Action for Nutrition
<b>DOF</b>	Department of Finance	<b>PSA</b>	Philippine Statistics Authority
<b>DOH</b>	Department of Health	<b>SAAD</b>	Special Area for Agricultural Development
<b>DOLE</b>	Department of Labor and Employment	<b>SLP</b>	Sustainable Livelihood Program
<b>DSWD</b>	Department of Social Welfare and Development	<b>SP+AG</b>	social protection and agriculture
<b>FAO</b>	Food and Agriculture Organization of the United Nations	<b>SPOFS</b>	Social Protection Operational Framework and Strategy
<b>FSN</b>	food security and nutrition	<b>WFP</b>	World Food Programme
<b>FSNC</b>	Food Security and Nutrition Council		



# Executive summary

Globally, synergies between social protection and agriculture are taking place as part of an effort to combat hunger and poverty while promoting rural development. These efforts resonate with the vision and current strategies set in motion by the Government of the Philippines, which is committed to the goals and targets outlined in the United Nations 2030 Agenda for Sustainable Development. This document presents a framework for analysis with the purpose of strengthening coherence between agriculture and social protection, and identifying pathways for achieving policy and programmatic synergies.

Conceptually, there is a two-way relationship between social protection and agriculture. On the one hand, poor rural households that mostly rely on agriculture for their livelihoods are often affected by limited access to resources, low agricultural productivity, poorly functioning markets, and repeated exposure to covariate and idiosyncratic risks. Social protection can alleviate credit, savings and liquidity constraints by providing cash and in-kind support. In addition, the regularity and predictability of social protection instruments help households to better manage risks and to engage in more profitable livelihood and agricultural activities. On the other hand, agricultural policies and programmes can help smallholder households manage risk by

stimulating farm output, income and overall household welfare. Since social protection and smallholder agricultural interventions often cover the same geographic areas and target the same households, there are opportunities for synergies and complementarities that would strengthen the livelihoods of poor rural households (Tirivayi *et al.*, 2013).

Using as a methodological reference FAO's *Strengthening Coherence Between Agriculture and Social Protection to Combat Poverty and Hunger in Africa: Diagnostic Tool*,<sup>1</sup> the study used a combination of research methods to develop a tailor-made policy and programme assessment of the Philippine case. To do this, the study analysed these four key national

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<sup>1</sup> Although FAO's diagnostic tool was originally designed for supporting African countries, the research team involved in the review of the Philippines assessment identified great levels of flexibility and adaptability within the methodological framework. A detailed review of the tool was carried out in order to allow its applicability to the specific case of the Philippines.

policies, which are essential in improving coherence between social protection and agriculture (SP+AG):

- Philippine Development Plan (PDP) 2017–2022
- Social Protection Operational Framework and Strategy (SPOFS)
- Agriculture and Fisheries Modernization Plan (AFMP) 2011–2017
- Philippine Plan of Action for Nutrition (PPAN) 2017–2022

For its programmatic assessment, the study assessed the role of four important social protection and agriculture programmes, which carry high potential for greater coherence: conditional cash transfer, better known locally as *Pantawid Pamilyang Pilipino Program* (4Ps); Sustainable Livelihood Program (SLP); Special Area for Agricultural Development (SAAD); and Partnership against Hunger and Poverty (PAHP). As a result of this policy and programmatic assessment, the following recommendations are proposed:

## Policy-level recommendations

- >> **Build policy consensus on the importance of coherence between social protection, agriculture, and food security and nutrition.** This involves identifying mutual objectives and concrete incentives for coordination. Under the coordination of the National Economic and Development Authority (NEDA), national government agencies such as the Department of Social Welfare and Development (DSWD), the Department of Agriculture (DA), the Department of Agrarian Reform (DAR), the National Nutrition Council (NNC), the Department of Budget and Management (DBM), and the Department of Finance (DOF) can work together to identify common objectives and the specific contributions, both technical and financial, of each agency towards the main policy frameworks. This should include a strong monitoring framework that allows periodic follow-ups and adjustments as needed.
- >> **Prepare joint investment plans that could ensure greater coherence between social protection and agriculture in the context of the 2017–2022 Public Invest Program (PIP).** The DSWD, DA and DAR could develop joint investment plans between social protection, agriculture, and food security and nutrition which could translate into greater coherence. For instance, in order to address the challenges of inadequate irrigation and low farm mechanization of the agriculture, forestry and fisheries sector, convergence at the programme level could be explored with existing programmes, such as the DSWD’s National Community-Driven Development Program with DA and DAR.
- >> **Identify potential champions who can push forward the SP+AG coherence agenda.** Identification and capacity development of potential champions in government,

particularly in the DSWD, DA, DAR, NNC, DBM, DOF and the National Anti-Poverty Commission (NAPC), could facilitate greater coherence. The participation of civil society organizations through established farming and fishing cooperatives, as well as groups composed of programme beneficiaries, could also promote empowerment in policymaking and programme implementation.

- >> **Develop an advocacy strategy based on in-country evidence on the benefits of coherence between social protection and agriculture.** To ensure political commitment, the need to generate in-country evidence on the benefits of coherence between social protection and agriculture is urgently needed. Within this context, the development of impact evaluations of specific national programmes such as 4Ps, PAHP and SAAD could become instruments for improved advocacy.
- >> **Identify entry points in policy design processes to promote SP+AG coherence.** The constant review and evolving nature of sectoral plans provide strong opportunities for greater coherence. In particular, the ongoing review of the AFMP 2018–2023, which will include national- and regional-level consultations, could increase cross-sectoral linkages. Similarly, the review and enhancement of the SPOF and the development of the Social Protection Plan is another entry point for articulating the coherence agenda. The operationalization of the PPAN under the National Nutrition Council is also expected to develop regional actions plans which could be utilized as an entry point.
- >> **Stimulate and integrate the participation of civil society and non-state actors into the SP+AG coherence agenda.** Developing coalitions among non-government organizations (NGOs) and farmers, forest-dependent communities, and fisherfolk groups who are members of the NAPC can stimulate discussions and promote the coherence agenda. In addition, the concerns raised by some groups regarding issues of exclusion or eligibility could be addressed and explored in a participatory manner.
- >> **Review the Philippine Development Plan 2017–2022 to foster greater guidance in joint planning among DSWD, DA and DAR.** The PDP 2017–2022 is the overall strategic framework to guide government institutions in their policy and programmatic implementation. Chapter 8 of the PDP provides great entry points for stronger coherence between social protection and agriculture. The explicit mention of “farmers and fishers” as one of the priority sectors in chapters 8, 10, and 11 of the PDP could deliver a strong message of inclusion and synergy. Such specific remark could promote greater understanding of the productive impacts of social protection and their maximization when linked to adequate agricultural interventions.

- >> **Ensure adequate representation within national coordination mechanisms for the SP+AG agenda.** Adequate representation of agriculture, food security and nutrition, and social protection in the inter-agency Sub-Committee on Social Protection and other coordination mechanisms such as the NNC can enhance the coherence agenda. Adequate agency representation within the key coordination bodies can be strengthened through capacity development interventions while encouraging participation of development partners, civil society organizations, academic institutions and other relevant sectors.
- >> **Create a specific coherence coordination mechanism between social protection and agriculture for advantageous results.** There are established inter-agency committees and sub-committees on social protection which could serve as platforms for the development of policy and monitoring framework for greater SP+AG coherence. The national government may also consider creating a cross-sectoral coordination mechanism led by NEDA, which will bring together government agencies mandated to work on the key thematic areas of social protection, agriculture and food security and nutrition. Government authorities will have to assess the advantages of creating a new coordination platform versus strengthening existing coordination mechanisms.
- >> **Use a territorial approach to inter-agency coordination to achieve greater coherence between social protection and agriculture.** With the decentralization of local government units (LGUs), SP+AG coherence could be strengthened in the local planning and development councils at the provincial and municipal levels. Local chief executives, with the support of planning development officers, social welfare officers and agriculture officers, can find entry points in the local development policy and planning processes. This includes the identification of programmes that may complement existing social protection programmes rolled out by national line agencies.
- >> **Develop the capacity of national government agents to move the SP+AG agenda forward.** Technical support and capacity development in understanding and operationalizing the coherence agenda is required at the national and sub-national/ regional level. As representatives of national government agencies expressed an interest to pursue the SP+AG agenda, an increased understanding of the interconnection between social protection, agriculture and food security should be considered a priority. The PAHP programme experience could be used as the basis for the development of a training plan.

## Programme-level recommendations

### >> Explore a territorial approach to targeting in SP+AG programmes and interventions.

To enhance coordination and efficiency, agriculture interventions and social protection programmes could benefit from a coordinated targeting approach. For instance, the DA's SAAD programme, which focuses on the poorest provinces, can institutionalize at the national level the identification of DSWD's 4Ps beneficiaries in the agriculture and fisheries sector as identified in the *Listahanan*. The use of a territorial approach can foster greater linkages and cross-sectoral collaboration.

### >> Promote greater data-sharing between the National Household Targeting System (NHTS) and the Registry System for Basic Sectors in Agriculture (RSBSA).

The DA, DAR and DSWD could benefit from greater data-sharing within their respective registration systems. Interviews showed an openness to share information between the two different programme planning registry systems: the NHTS led by DSWD and the RSBSA used by DA. For future research and development, it would be advantageous to explore how these registry systems can be harmonized to complement each other. The recent passage of the Philippine Identification System (PhilSys) Act, which allows for the development of the national ID system, is expected to create ideal conditions for information-sharing across diverse sectors. It can also facilitate efficient delivery of services including those in social protection and agriculture.



- >> **Ensure and promote greater dialogue with representatives from civil society and local organizations concerning issues on eligibility and exclusion.** While the study shows that all approaches to targeting involve challenges, the possibility to maintain an open and collaborative dialogue with local organizations will promote greater tolerance and understanding among programme beneficiaries and non-beneficiaries.
- >> **Promote a convergence approach used in existing inter-agency development programmes.** The PAHP is an example of a convergence initiative at the programme level, which combines social protection, agriculture, and food security and nutrition interventions. This creates a direct platform for inter-sectoral collaboration between the DAR, DA and DSWD. The programme addresses the multiple goals of poverty reduction for small farmers, food security and nutrition for children using the existing social welfare, and agriculture programme interventions. Initial gains can be maximized if social protection policies and agriculture programmes are effectively designed and collectively implemented. The project may not yet be able to provide conclusive results of its impact on reducing poverty and preventing malnutrition, but it could serve as a catalyst for joint programming, planning, budgeting and assessments.
- >> **Strongly emphasize cross-sectoral coordination to ensure programmatic coherence between social protection and agriculture.** While the four programmes (4Ps, SAAD, PAHP and SLP) already integrate elements of coherence between social protection and agriculture, deeper programmatic connections and stronger coordination efforts would maximize impacts and results.
- >> **Impact evaluations and greater evidence-gathering efforts are indispensable for greater SP+AG coherence and rural poverty reduction.** The study found limited information on the potential benefits and challenges of maximizing linkages to reducing poverty and meeting development outcomes. Based on the cross-sectoral approach of the PAHP, 4Ps, SLP and SAAD, such initiatives could benefit from rigorous assessments as well as strong monitoring and evaluation systems. ■



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# Introduction

In many parts of the world, poor rural households depend on agriculture for their livelihoods. These households are often constrained by limited access to resources, low agricultural productivity, and poorly functioning markets, reducing their ability to cope with economic and natural risks and shocks that threaten their livelihoods.

Agriculture and social protection are fundamentally linked in the context of rural livelihoods. When embedded within a broader rural development framework, stronger coherence between agriculture and social protection interventions can improve the welfare of poor small family farmers by facilitating productive inclusion, improving

risk-management capacities, and increasing agricultural productivity – all of which enable rural-based families to gradually move out of poverty and hunger (Tirivayi, *et al.*, 2013).

The Food and Agriculture Organization of the United Nations (FAO) in its *2015 State of Food and Agriculture* stated:

*“Social protection can play a protective role in providing means (cash or in-kind) to access food and mitigate the impact of shocks. It can have a preventive function in averting the deeper deprivation by strengthening resilience against shocks (and stresses) and preventing loss of incomes and assets. It can support the accumulation of resources to sustain livelihoods (e.g. through asset transfers and public works). Social protection can also play a promotive function by directly supporting investments in human resources (nutrition, health, education and skills development) and by reducing liquidity constraints and income insecurity to induce investments in farm and non-farm activities. It can also have a transformative function in the lives of the poor through reorienting their focus beyond day-to-day survival towards investments for future by shifting power relations within households (as social protection can empower women) and by strengthening the capabilities and capacities of those living in poverty to empower themselves (FAO, 2015a).”*

In order to reduce rural poverty, address malnutrition and increase resilience, FAO prioritizes its work in social protection in four

key areas: enhancement of coherence between social protection and agriculture; expansion of coverage of social protection to the rural



poor; mainstreaming nutrition into the social protection systems; and risk-informed and shock-responsive social protection to enhance resilience capacities.

Globally, synergies between social protection and agriculture are taking place as part of an effort to combat hunger and poverty while promoting rural development. These efforts resonate with the vision and current strategies set in motion by the Government of the Philippines, which is committed to the goals

and targets outlined in the United Nations 2030 Agenda for Sustainable Development. This document presents a framework for analysis with the purpose of strengthening coherence between agriculture and social protection, and identifying pathways for achieving policy and programmatic synergies. FAO remains committed to supporting the Government of the Philippines in its ongoing efforts to ensure food security and nutrition of all its citizens by leaving no one behind. ■





**COTABATO PROVINCE MINDANAO**

Livelihood recovery support.

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## Chapter 1

# Objectives, methodology and rationale

## Objectives

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This study will provide a framework for analysis and action with the purpose of seeking greater coherence between social protection and agriculture interventions in the Philippines. It shall review the existing social protection policy frameworks and programmes, primarily the flagship conditional cash transfer programme locally known as the *Pantawid Pamilyang Pilipino Program (4Ps)*, the Sustainable Livelihood Program (SLP), the Special Area for Agricultural Development (SAAD), and the convergence programme Partnership against Hunger and Poverty (PAHP). When applicable, the study will also review other programmes and issues related to overall coordination, policy and programmatic coherence.

The assessment is based on the work developed by the Food and Agriculture Organization

of the United Nations (FAO): *Strengthening Coherence Between Agriculture and Social Protection to Combat Poverty and Hunger in Africa: Diagnostic Tool*<sup>2</sup> and *Strengthening Coherence Between Agriculture and Social Protection to Combat Poverty and Hunger in Africa: Framework for Analysis and Action*.<sup>3</sup>

The application of the diagnostic tool in the context of the Philippines will assist in identifying and mapping the scope and nature of linkages between agriculture and social protection interventions, including supportive and constraining factors; and understanding people's experiences and perceptions of linkages between agricultural and social protection programmes and how these linkages – or lack of them – affect their livelihoods.

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<sup>2</sup> [www.fao.org/3/a-i5385e.pdf](http://www.fao.org/3/a-i5385e.pdf)

<sup>3</sup> [www.fao.org/3/a-i5386e.pdf](http://www.fao.org/3/a-i5386e.pdf)

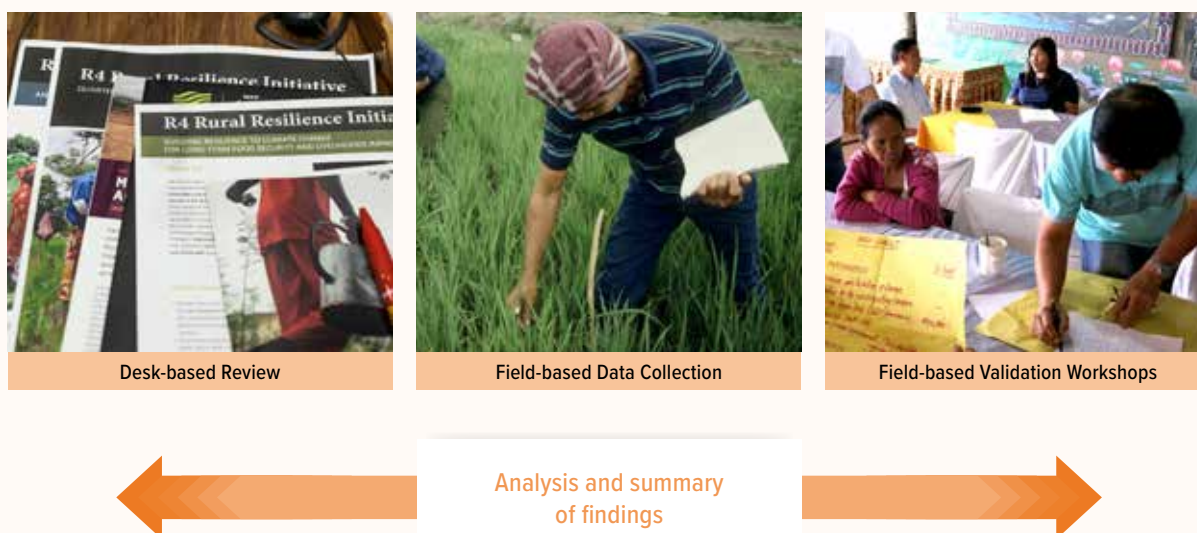
# Methodology

Using as a methodological reference FAO's *Strengthening Coherence Between Agriculture and Social Protection to Combat Poverty and Hunger in Africa: Diagnostic Tool*,<sup>4</sup> the study used a combination of research methods (**Figure 1**): a desk review of secondary data such as legislation, poverty reduction strategy papers, sectoral plans, publications, journals, and programme evaluations; field-based data collection through key informant interviews (KIIs) with relevant national government and sub-national/regional government representatives; and small-group validation workshops with farmers and fisherfolk groups at the provincial and municipal levels.

Subsequently, the study selected a geographic area for the collection of field-based data based on following criteria:

1. The province should be among the ten poorest provinces based on poverty incidence reports.
2. The municipality should be classified as a fourth- or fifth-class municipality, predominantly rural, whose main source of income is the agriculture, forestry or fisheries industry.<sup>5</sup>
3. At least two of these programmes are being implemented in the area: 4Ps by the Department of Social Welfare

Figure 1: Research methods



<sup>4</sup> Although FAO's diagnostic tool was originally designed for supporting African countries, the research team involved in the review of the Philippines assessment identified great levels of flexibility and adaptability within the methodological framework. In addition, a detailed review of the tool was carried out in order to allow its applicability to the specific case of the Philippines.

<sup>5</sup> Municipalities are divided into income classes according to their average annual income during the previous four calendar years. The average annual income for fourth-class municipalities is from PHP 25 million to PHP 34.99 million, and the average annual income for fifth-class municipalities is from PHP 15 million to PHP 24.99 million.

and Development (DSWD); SLP; SAAD programme by the Department of Agriculture (DA;) and the Partnership against Hunger Program (PAHP) led by Department of Agrarian Reform (DAR).

4. The support and availability of local government units (LGUs) to mobilize local farmers and fisherfolk organizations are present.

In order to carry out the field-based data collection part of the assessment, the research team applied a wide participatory approach in collaboration with the DSWD, DA and DAR. As a result of this process, two municipalities were selected. **Figure 2** shows the municipality of Dolores in the province of Eastern Samar in Region 8 (Eastern Visayas)<sup>6</sup> which was heavily affected by Super Typhoon Haiyan in 2013. The other locality is the municipality of Casiguran in the province of Sorsogon, located in Region 5 (Bicol).

Based on a tailor-made questionnaire, key informant interviews were conducted with national and regional offices of the DSWD, DA and DAR. At the local government unit level, interviews included provincial/municipal planning development officers (PPDOs/MPDOs), provincial/municipal social welfare development officers (PSWDOs/MSWDOs), and provincial/municipal agriculture officers (PAOs/MAOs). In the municipalities of Dolores and Casiguran, focus group discussions (FGDs) and validation workshops were facilitated among the leaders of farmer and fisherfolk organizations.

A validation workshop to review the preliminary findings was conducted on 23 November 2017. This workshop was followed by a Technical Working Group<sup>7</sup> meeting in which the results were presented. Additional suggestions from relevant stakeholders were also incorporated in this assessment in order ensure a comprehensive analytical approach.



<sup>6</sup> The assessment originally intended to cover a greater number of provinces, but due to budgetary and time limitations, it was not feasible to carry out the field-based portion of the assessment in other local government units across Luzon, the Visayas, and Mindanao.

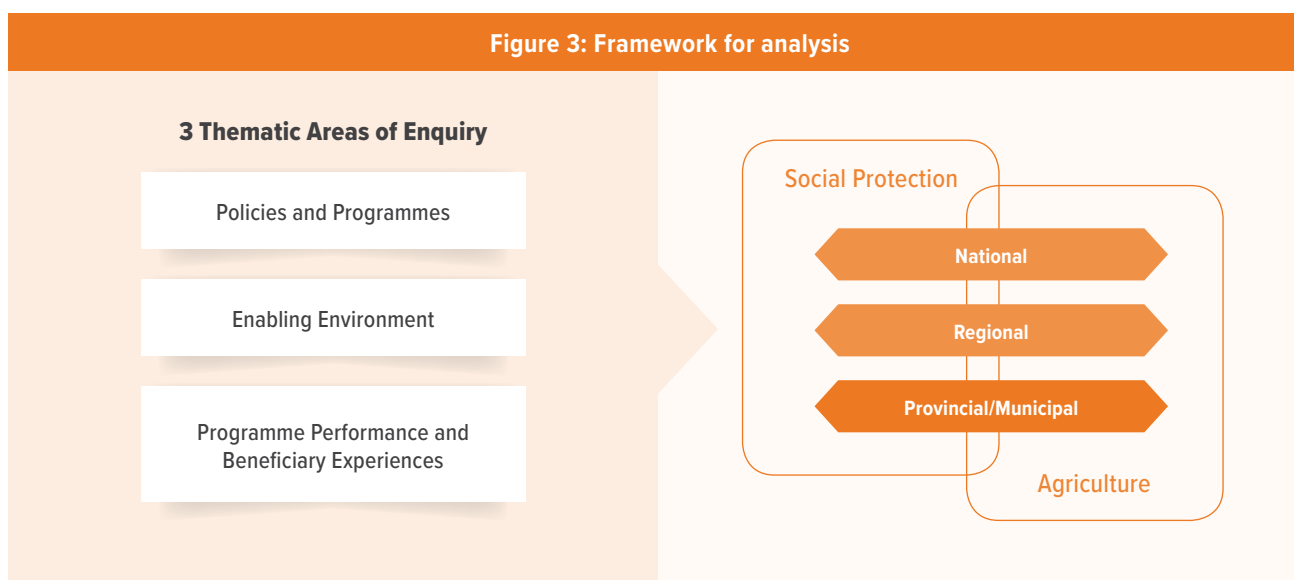
<sup>7</sup> The Social Protection and Agriculture Technical Working Group was created to provide technical input and to review the findings of the assessment. Members of the group were designated focal persons from key government agencies DA, DAR DSWD, NAPC and NEDA.

# Framework for analysis

The study assessed the type and nature of existing and potential linkages between key policies and programmes in order to determine the level of coherence among them. It also determined the degree of awareness and commitment towards coherence, opportunities, and bottlenecks for effective coordination, within and among agencies, to better understand the vertical and horizontal relationships among these programmes and policies. Last, the study provides recommendations to address structural deficiencies while promoting synergies.

The process of analysis looked at three main thematic areas: 1) understanding policy and

programmes; 2) enabling environment; and 3) programme efficiency and beneficiary experience (**Figure 3**). The assessment of these three thematic areas makes it possible to generate a broad understanding of the state of coherence and coordination across agriculture and social protection policy and programmes in the country. Furthermore, it detects linkages (e.g. sharing target groups, objectives, activities, implementation arrangements) and ascertains whether these emerge intentionally or through fortuitous coincidence. It also determines whether links are synergistic or conflicting in any way.



**Source:** *Strengthening Coherence between Agriculture and Social Protection to Combat Poverty and Hunger in Africa: Diagnostic Tool, 2017.*

# Defining coherence, small farmers and fisherfolk in the Philippines

Coherence between social protection and agriculture is defined as a systematic promotion of complementary and consistent policies and programmes across sectors, creating synergies to combat rural poverty and food insecurity more effectively (FAO, 2016). For example, a coherent approach to developing small family farms would combine policy interventions to boost their food production while ensuring increased access to markets, insurance or social transfers to help them manage risks and earn income.

Coherence is a means to an end – in this case, more effective poverty reduction and food security interventions – rather than an end in itself (Slater *et al.*, 2016a). It is as much about ensuring that potentially conflicting interactions between policies and programmes are avoided and/or minimized as it is about exploiting complementarities and synergies between agriculture and social protection schemes (Gavrilovic *et al.*, 2015, draft).

Coherence can be pursued horizontally across agriculture and social protection agencies and their policies, programmes and operational systems, as well as vertically across different levels of government to ensure consistency between policy frameworks/objectives and their translation into programmes and effective delivery on the ground (FAO, 2016).

Coordination is a critical element in pursuing coherence. Although coherence may evolve as the result of fortunate chance, systematically developing coherence requires coordinated action between various stakeholders (Slater *et al.*, 2016).

The term "small farmers and fisherfolk" will be used throughout the study. Consistent with the Philippine Development Plan 2017 – 2022, small farmers refer to those cultivating less than three hectares of land; landless farmworkers with primary occupation in agriculture; or those engaged as backyard poultry/livestock raisers. Small fisherfolk refer to those who are operating fishing vessels of with a capacity of less than three gross tons; operating fishponds of less than five hectares or fish cages/pens of less than 400 square meters; and fish workers in fishing boats, fishponds, fish processing and allied establishments and gleaning activities.



SAMAR ISLAND

Fishing in Samar Sea.  
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## Advantages of seeking greater coherence between social protection and agriculture in the Philippines

Studies have shown that social protection is a critical component of rural poverty reduction, eradication of hunger and resilience-building. Strong evidence from countries in sub-Saharan Africa and Latin America show that the impact on rural poverty and food security is maximized if social protection policies and programmes are effectively designed and implemented; coherent with agriculture, natural resource management, food security and nutrition interventions; and developed with adequate rural enabling environment (FAO, 2017).

Coordinated agricultural and social protection policies and programmes can support poor households in breaking the cycle of disadvantage and preventing the transmission of poverty across generations. Social protection can provide liquidity and certainty for poor small family farmers, allowing them to invest in agriculture, re-allocate labour to on-farm activities, invest in human capital development, increase participation in social networks, and better manage risks, which result in more profitable livelihood and agricultural activities (FAO, 2016).



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Complementary roles of agriculture and social protection in combating poverty and hunger:<sup>8</sup>

**A) At the household level**

- Support productive investments
- Strengthen risk management and resilience
- Intensify and increase on-farm labour
- Increase household food consumption

**B) At the community level**

- Stimulate local economy
- Promote decent employment
- Support social network development
- Stimulate economic diversification

In the Philippines, the social protection agenda has gained prominence with focus on the poor, vulnerable and marginalized. In the last two decades, the country's social protection system has evolved and expanded

into a range of programmes on social assistance, safety nets, social insurance and labour market interventions being implemented largely by the government. The formulation and adoption of the country's Social Protection Operational Framework and Strategy in 2012 and the implementation of large-scale social protection programmes underscores its importance in the country's development agenda.

Among the key social protection programmes implemented by DSWD is a conditional cash transfer programme known as the *Pantawid Pamilyang Pilipino Program (4Ps)* which focuses on investment in education and health at the household level in order to build human capacities to overcome poverty. Another key intervention is the agency's Sustainable Livelihood Program (SLP) which focuses



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<sup>8</sup> FAO, 2016 Table 1 FFA.

on building capacities for micro-enterprise development and ensuring that employment is available to poor, marginalized and vulnerable households. The DA and DAR have traditionally adopted policies and programmes that would increase agricultural productivity (crops, livestock, fishing and forestry) and food security within the context of rural development. Within the gamut of programme interventions for the agriculture, forestry and fisheries sector, the DA launched its Special Area for Agricultural Development (SAAD) programme which identifies the 30 poorest provinces and provides targeted input and technical assistance to the poorest rural households.

There have also been several attempts on convergence at the programme level as demonstrated by the National Convergence Initiative and the Partnership against Poverty and Hunger (PAHP), a local food procurement and school feeding programme. But efforts have not been systematic or taken to scale.

The agriculture sector employed 11.3 million people, accounting for 29.2 percent of all workers, and contributed at least ten percent of the country's gross domestic product.

Despite these, small farmers and fisherfolk households seem to have missed out on these opportunities. The Philippine Statistics Authority's 2015 data show that farmers and fisherfolk have consistently been reported as the poorest among the basic sectors from 2006 to 2015.<sup>9</sup> There is limited in-country evidence on whether cash transfers have contributed to increasing agriculture production and hence increasing income at the household level, or whether they reduced detrimental coping mechanisms such as selling farm equipment, boats or input to manage risks.

This disconnect suggests the need to further gather data and identify areas where the level of coherence between social protection policies and programmes and agriculture interventions can be improved. Experiences in other countries have shown that by systematically integrating social protection and agriculture (SP+AG) interventions, there is an increased resilience among poor rural households to shocks and improvement in food security and nutrition. Social protection and agriculture can also have a positive impact to break the inter-generational cycles of poverty. ■



**Social protection and agriculture can also have a positive impact to break the inter-generational cycles of poverty.**

<sup>9</sup> [www.psa.gov.ph/poverty-press-releases/data](http://www.psa.gov.ph/poverty-press-releases/data)



## Chapter 2

# National background

The Philippines is a low middle-income country, with an economy that has been growing rapidly in the last six years compared to most countries in Asia. The World Bank reported that the Philippines was among the top three growth performers in East Asia in 2017, despite the country's growth performance slightly weakening in 2017 to 6.7 percent year-on-year, from 6.9 percent in 2016. Growth was anchored in the country's strong export performance in electronics and semi-conductor components.

Still considered as a predominantly agriculture-based economy, the Philippines has seen a dwindling contribution of the agriculture, forestry, and fisheries sector to the gross domestic product (GDP) in the last decade, from a GDP share of 12.7 percent in 2005 to 10.3 percent in 2015 as shown in **Table 1**.

The International Labour Organization (ILO) study, *Philippine Employment Trends*, indicates that more than 30 percent of workers in the Philippines are in the agriculture sector. The report further suggests that increased agricultural output is required to both raise productivity in agriculture and reduce working poverty. Farmers and fisherfolk

have been perennially underemployed partly due to the seasonality of work (for one-fifth of agricultural workers); part-time work engagement (two-thirds do not work full time); and the low productivity and low wages in agriculture (ILO, 2015).

Poverty has become mainly a rural phenomenon in the Philippines. Therefore, the following sections of the study will provide an overview of the levels of vulnerability experienced by the rural poor by summarizing poverty incidence among farmers and fisherfolk; challenges of the agriculture, fisheries and forestry sector; rural poverty and vulnerability to disaster-induced shocks; and trends in food security and nutrition.

**Table 1: GDP share of agriculture, forestry, and fishing sector in the Philippines (%)**

SECTOR	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
<b>Agriculture, Hunting, Forestry, and Fishing</b>	10.7	10.5	10.7	11.3	10.8	10.2	10.6	9.8	9.3	9.4	8.5
a. Agriculture and forestry	8.9	8.7	8.8	9.3	8.9	8.6	9.0	8.3	7.9	8.1	7.3
b. Fishing	1.8	1.8	1.9	2.0	1.8	1.7	1.6	1.5	1.4	1.3	1.2
<b>Industry</b>	28.5	28.4	28.2	28	26.1	27	26.2	25.9	25.6	25.9	25.5
a. Mining and Quarrying	1.0	1.0	1.2	1.1	1.1	1.2	1.2	1.0	0.8	0.9	0.7
b. Manufacturing	20.3	20.1	19.4	19.4	17.5	17.8	17.6	17.1	16.8	17.0	16.6
c. Construction	4.0	4.2	4.5	4.6	4.7	5.1	4.5	5.0	5.2	5.2	5.6
d. Electricity, gas and water supply	3.2	3.2	3.1	2.9	2.8	3	2.8	2.9	2.8	2.8	2.7
<b>Services</b>	45.1	46	46.5	45.9	45.5	45.7	46.7	47.2	47.4	47.3	48.6
a. Transport storage and communication	6.6	6.5	6.4	6.1	5.8	5.4	5.4	5.3	5.2	5.1	5.3
b. Trade and repair of motor vehicles, motorcycles, and personal and household goods	13.8	14.3	14.6	14.5	14.0	14.4	14.6	14.7	14.8	14.7	15.0
c. Financial intermediation	5.0	5.4	5.6	5.5	5.6	5.7	5.9	6.0	6.3	6.5	6.6
d. Real Estate renting and business activities	8.3	8.5	8.7	9.0	9.1	9.0	9.5	9.6	9.8	10.1	10.5
e. Public administration and defence; compulsory social security	3.5	3.5	3.3	3.2	3.3	3.4	3.5	3.6	3.5	3.3	3.2
f. Other services	7.9	7.8	7.9	7.6	7.8	7.7	7.8	8.0	7.9	7.7	8.0
<b>Gross domestic product</b>	84.3	84.9	85.4	85.2	82.4	83.0	83.5	83.0	82.3	82.5	82.7
<b>Gross national income</b>	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
<b>Percentage of agriculture sector in the GDP</b>	<b>12.7</b>	<b>12.4</b>	<b>12.5</b>	<b>13.3</b>	<b>13.1</b>	<b>12.3</b>	<b>12.7</b>	<b>11.8</b>	<b>11.3</b>	<b>11.4</b>	<b>10.3</b>

*Source: Philippine Statistics Authority*

## Poverty incidence among farmers and fisherfolk

Poverty incidence in the country has fallen from 26.3 percent in 2009 to 21.6 percent in 2015. Data from the Family Income and Expenditure Survey (FIES) for 2015 and the recent Labor Force Survey (LFS) show that poverty is strongly correlated with rural areas and employment in agriculture. Of the 22 million poor in 2015, 76 percent or 17 million are in the rural areas.

The agriculture sector employs 11.3 million people, accounting for 29.2 percent of all workers. Agricultural workers are predominantly men (74 percent). Data from the Philippine Statistics Authority (PSA) in 2009 showed that there were nearly five million workers categorized as farmers, forestry workers, or fishers. Of these, only 17 percent are women. Census data for 2002 on agricultural operators – or persons who take the technical and administrative responsibility of managing a farm holding – indicate that only 11 percent of agricultural operators are women. However, they made up the majority of persons engaged in farm activities (61 percent of 13.75 million) in 2002, indicating the major contribution of women in food production (Briones, 2017).

Data from the PSA show that among the nine basic sectors, farmers and fishermen with

income below the official poverty threshold posted the highest poverty incidences in 2015 at 34.3 percent and 34.0 percent, respectively. Although these sectors have shown a decrease in poverty incidence from 2006 to 2015 as shown in **Table 2**, they have consistently been the poorest. The trend indicates chronic poverty for these two sectors in the last four reporting cycles.

**Table 2:**  
Poverty incidence for basic sectors:  
2006, 2009, 2012 and 2015

SECTOR	POVERTY INCIDENCE (%)			
	2006	2009	2012	2015
<b>Philippines</b>	<b>26.6</b>	<b>26.3</b>	<b>25.2</b>	<b>21.6</b>
Farmers	38.5	38.0	38.3	34.3
Fishermen	41.2	41.3	39.2	34.0
Children	35.2	35.3	35.2	31.4
Self-employed and unpaid family workers	30.6	29.9	29.0	25.0
Women	25.9	25.7	25.6	22.5
Youth	21.1	21.6	22.3	19.4
Migrant and formal sector Workers	16.0	16.8	16.6	13.4
Senior citizens	16.9	16.1	16.2	13.2
Individuals residing in urban areas	12.6	12.6	13.0	11.5

*Source: Philippine Statistics Authority*

## Challenges of the agriculture, fisheries and forestry sector

The Philippine Development Plan (PDP) 2017–2022 cites that the contribution of the agriculture, forestry and fisheries (AFF) sector to the country's GDP continued to decline. It recorded an annual average GDP share of 10 percent from 2013 to 2015. This declining contribution is a stylized fact as economies progress and undergo a structural transformation. However, such transformation has been slow, and the growth of AFF sector weak (NEDA, 2017).

In terms of production, the crops sub-sector, the primary driver of AFF, pulled down overall

growth. Production performance in agriculture in the Philippines showed that despite the increase in gross output in agriculture by 0.19 percent, production in the crops sub-sector declined by 1.9 percent with palay and corn registering output losses (PSA, 2015).<sup>10</sup> Downtrends were also noted for sugarcane, coffee, tobacco, onion, cabbage and rubber. This poor performance was due to typhoons and El Niño that adversely affected rice and corn production; coconut scale infestation; and limited adoption of high-yielding varieties of commodities. On the other hand, the production of high-value commodities such as banana,



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Farmer during El Niño.

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<sup>10</sup> Philippine CountrySTAT is a web-based system that integrates national food and agricultural statistical information to ensure the harmonization of national data and metadata collections for analysis and policymaking.

pineapple and mango increased, and they gained better prices due to high market demand and improved crop management practices.

Fisheries maintained a weak performance. This can be attributed to reduced fishing activities due to typhoons and extreme weather conditions, and the implementation of the closed-season policy in several areas. This

policy is part of the government's effort to allow the recovery of fish population from overexploitation. Further affecting the sector's performance are degraded fishery resources (NEDA, 2017).

According to the PDP 2017–2022, these long-standing challenges continue to hamper the AFF sector's productive potential:

>> **Limited access to credit and insurance.** Insufficient working capital inhibits farmers and fisherfolk from using the appropriate type of inputs, farm equipment, and facilities which could expand production and spur entrepreneurial activities in the rural economy. In 2015, approximately 39 percent of small farmers and fisherfolk borrowers did not access formal credit due to: (a) lack of technical capacity to develop viable project proposals; (b) lack of poor credit track record; (c) lack of acceptable collateral; and (d) limited information about available loan products.

>> **Low farm mechanization and inadequate postharvest facilities.** Studies of the Philippine Center for Postharvest Development and Mechanization and the University of the Philippines Los Baños found that inadequate postharvest facilities result in high losses, reaching up to 16.5 percent production loss for rice, 7.8 percent loss for corn, 15.5 percent for banana, 30.4 percent for mango and 45.1 percent for onion. According to the Bureau of Fisheries and Aquatic Resources, the postharvest losses of the fisheries sector range from 20 percent to 40 percent of the total production.



SAMAR SEA, PHILIPPINES  
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- >> **Inadequate irrigation.** As of 2015, only 1.7 million hectares or 57 percent of the 3.0 million hectares of potential irrigable area has been irrigated. Irrigation development has been slow due to the long and complex process of designing and constructing large-scale irrigation systems. The construction of small-scale irrigation systems has also been scarce, and many of the existing irrigation systems need rehabilitation or restoration to improve their efficiency levels.
- >> **Limited support for research and development (R&D).** Despite the global recognition of the significance of R&D in the development of accessible technologies and the systemization of good farm and fishery management practices, the amount of financial and human resources committed to R&D programmes remains rather low among governmental institutions. Such is the case in the Department of Agriculture (DA), the Department of Science and Technology, and the Philippine Council for Agriculture, Aquatic and Natural Resources Research and Development.
- >> **Weak extension services.** Weak extension services slow down the diffusion and adoption of good farm practices and technologies. Inefficiencies in the delivery of extension services can be attributed to inadequate operational funds and lack of human resources within local government units (LGUs). A survey conducted by the Agricultural Training Institute found that almost 50 percent of agricultural extension workers in the Philippines were aged 43 years old to 64 years old, an ageing population for a high-intensity field-based workforce.
- >> **The agrarian reform programme has not been fully implemented.** After decades of implementing the Comprehensive Agrarian Reform Program (CARP), land acquisition and distribution (LAD) remains incomplete. The slow pace of LAD has been due to: (a) landowner's resistance, particularly in the compulsory acquisition of private agriculture lands; (b) complex bureaucratic processes and delays; (c) variability in the LAD targets; and (d) pending harmonization of rules to conform to Supreme Court decisions regarding the acquisition of lands under Operation Land Transfer.
- >> **Ageing farmers and fisherfolk.** The average age of farm operators of palay, corn, bangus and tilapia ranges from 48 years old to 55 years old. While the sector's workforce gets older, the younger population finds limited incentive to remain in the rural areas and seeks more attractive employment opportunities outside the AFF sector.

## Rural poverty and vulnerability to disaster-induced shocks

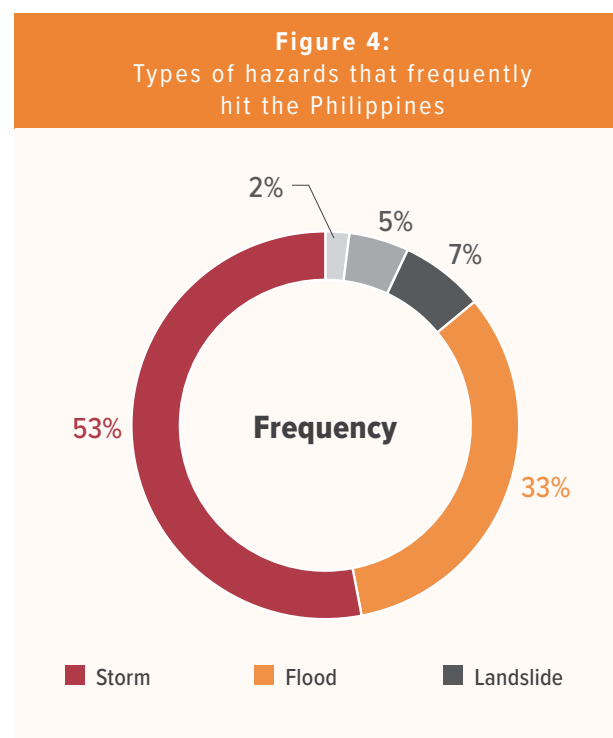
According to the Rural Poverty Report (2011) of the International Fund for Agricultural Development, shocks<sup>11</sup> are the major factor contributing to impoverishment. Poor agricultural households face tremendous risks such as natural resource degradation, climate change, greater volatility of food prices, ill health, breakdown of social and community safety nets due to increased resource scarcity, and insecurity of land access, among others.

The World Risk Report of 2016, published by the United Nations University-Institute for Environment and Human Security and Bennis Unsickling Hilt, ranked the Philippines as the third most at-risk country in the world, just behind Vanuatu and Tonga, based on the following:

1. Exposure to natural hazards such as earthquakes, hurricanes, flooding, drought and sea-level rise;
2. Vulnerability as dependent on infrastructure, nutrition, living conditions and economic circumstances;
3. Coping capacities as dependent on governance, preparedness and early warning measures, access to healthcare, social and material security;
4. Adapting capacities with respect to impending natural events, climate change and other challenges;

The country's high degree of exposure and vulnerability to natural hazards weigh heavily on its economic growth. One of the strongest typhoons in history to make landfall, Super Typhoon Yolanda (Haiyan) had claimed more than 6,000 lives in the country, displaced millions of families, and caused more than PHP 89 billion in total damages and losses.

The weak performance of the crop sub-sector, considered to be the primary driver of the AFF sector, is attributed to its vulnerability to extreme weather events (e.g. drought and typhoons), infestation of coconut scale, and



Source: World Risk Report 2016

<sup>11</sup> Key social risks being addressed by social protection in the Philippines are life cycle and individual shocks, economic shocks, environment and natural risks, and social and governance risks.



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Improving food and  
nutrition security.  
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limited adoption of high-yielding varieties. Similar to crops, the fisheries sector is heavily impacted by extreme weather events. This, coupled with degraded resources, pulled down the growth of the fisheries sector (Festejo-Abeleda, 2017). According to the DA's assessment, production losses and damage to infrastructure from 2011 to 2015 amounted to PHP 163.6 billion in agriculture.

## Food security and nutrition trends

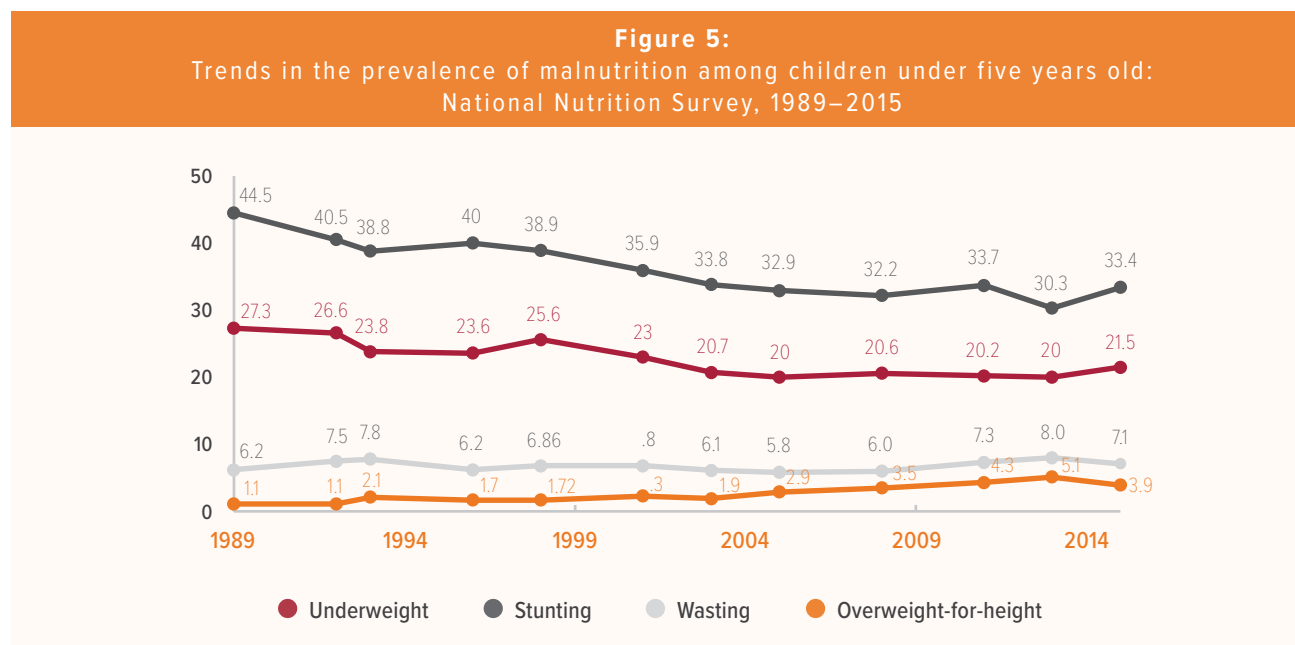
In the Philippines, food insecurity and malnutrition continue to have a significant impact on poor and marginalized households, especially among the rural poor. The Philippine Plan of Action on Nutrition (PPAN) 2017–2022<sup>12</sup> found that hunger and food insecurity

are prevalent among 68.3 percent of Filipino households, which are not meeting their caloric requirements. While this is lower than the 74.1 percent recorded in 1989, it is higher than the 57 percent reported in 1998 and the 67 percent in 2008 (NNC, 2017).

The ability of poor Filipinos households to access food is dependent on income and livelihood. Although Family Income and Expenditure Surveys have shown an upward trend on average income, the cost of basic food items has also risen (PSA, 2016). Food may be available, but without the financial capacity to purchase nutritious food, the poverty trap especially among rural households is aggravated. Inflation is likely to increase the prices of basic commodities with the passing and implementation of the Tax Reform for Acceleration and Inclusion (TRAIN) Law in 2018.

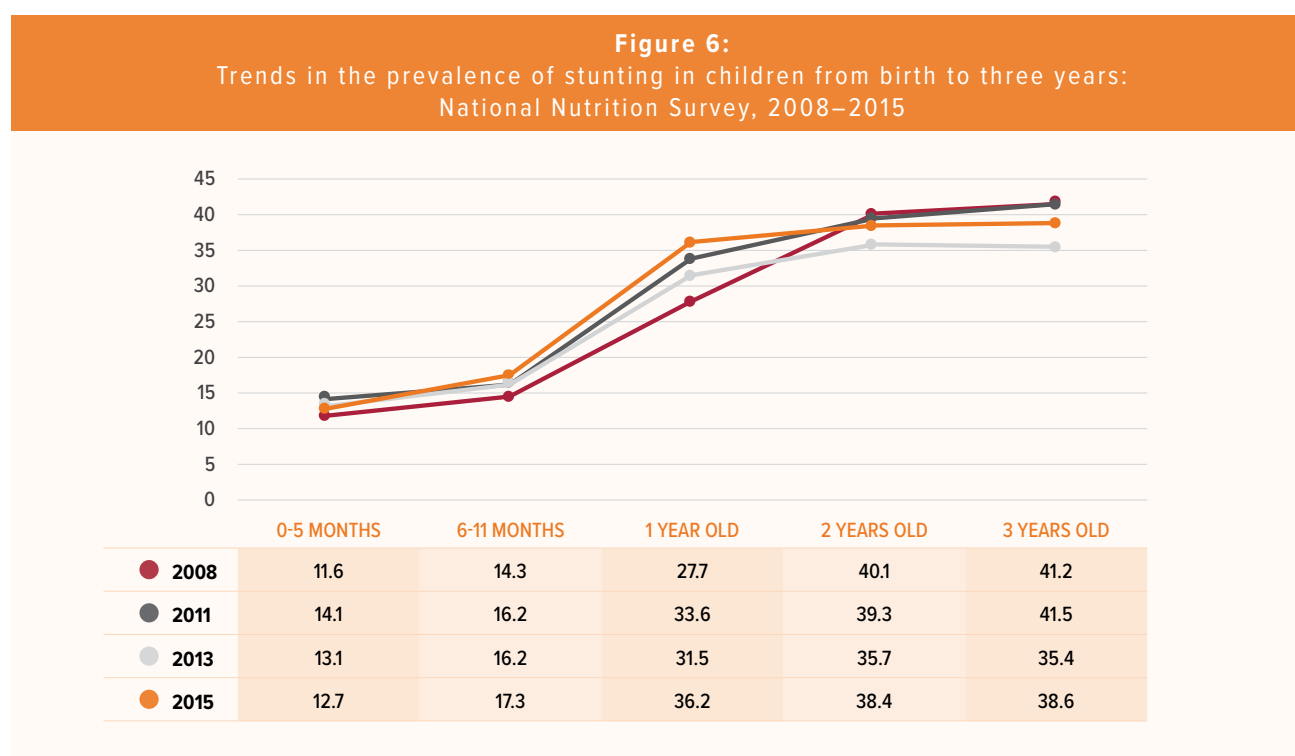
<sup>12</sup> Developed by the National Nutrition Council (NNC), 2017.

In addition, food utilization is measured through nutritional indicators, such as the prevalence of child stunting, wasting and underweight. In 2015, a nationwide survey showed high levels of stunting and wasting among children under five years of age, with levels that have remained unchanged over the years (**Figure 5**).



Source: NNS 1989-2015, FNRI-DOST

Although stunting is relatively low among infants 0-11 months old, it significantly increases among children older than one year old. The prevalence of stunting remains high for the older children as shown in **Figure 6**.



Source: FNRI-DOST, 2011, 2013 And 2015 National Nutrition Surveys.



## Chapter 3

# Enabling environment for greater coherence between social protection and agriculture

Coherence depends on a well-coordinated and collaborative action by multiple actors (Gavrilovic *et al.*, 2016). High-level political, policy and institutional factors can facilitate or limit joint action among players in agriculture and social protection.

In this section, the following components of the enabling environment in the Philippines will be assessed:

- **Political commitment.** This explores the extent of political support for coherence and the motivations and incentives that exist to mobilize high-level support. It examines the role played by political economy factors.
- **Policy architecture.** This explores the roles that overarching policy frameworks play in the coordination of agriculture and social protection interventions, considering existing and emerging policies or strategic processes, as well as the pursuit of common goals, sectoral priorities and joint design planning.
- **Institutional coordination arrangements.** This explores whether coordinating mechanisms exist to promote coherence across national and subnational government levels, and if they do, what types contribute to coherence.
- **Financing arrangements.** This explores the sources, reliability and sustainability of financing agricultural and social protection programmes, as well as financing of joint interventions. What are the opportunities for pulling sector funds into “basket funding”? In what way can financial incentives be used to encourage collaboration?
- **Human capacities.** This explores the technical and administrative capacity – existing and required – for supporting the development, coordination and monitoring of coherent policies and programs.

Overall, the assessment will provide greater focus on and attention to issues related to policy architecture and coordination arrangements. Within this chapter, we will present our analysis according to this sub-sections structure: 1) main actors; 2) relevant policies; 3) coordination mechanisms; and 4) findings on enabling environment.

## Main actors

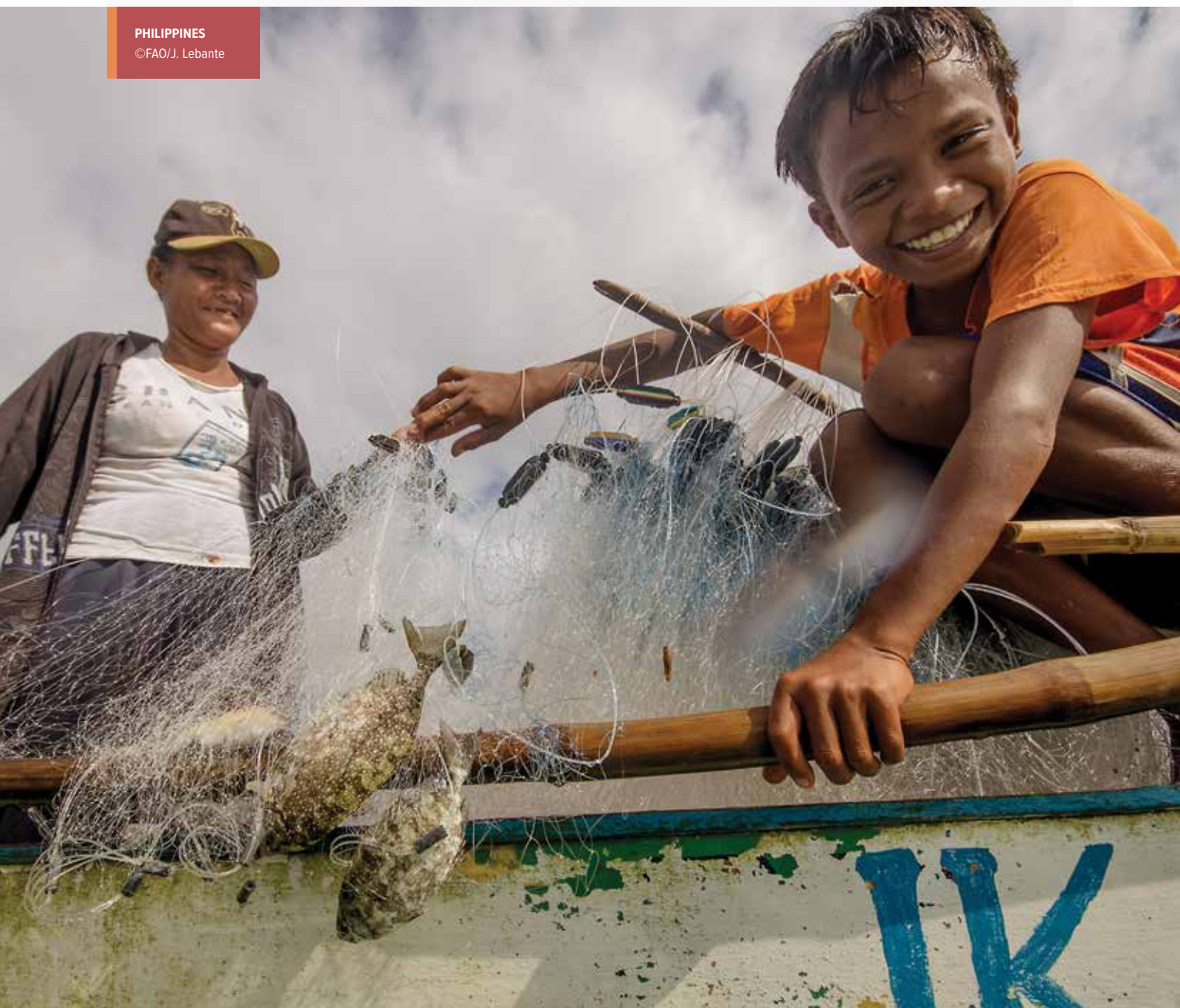
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- >> **National Economic and Development Authority (NEDA)** – The NEDA as mandated by the Philippine Constitution shall function as the independent planning agency of the government. The NEDA’s mission is to formulate continuing, coordinated and fully integrated social and economic policies, plans and programmes. NEDA’s vision aspires to be the premier socio-economic planning body, highly regarded in macroeconomic forecasting, policy research, and an acknowledged institution in providing high-level policy advice, developing consensus, and setting agenda for inclusive development.
- >> **Department of Social Welfare and Development (DSWD)** – The DSWD envisions all Filipinos to be free from hunger and poverty, to have equal access to opportunities, and to be enabled by a fair, just and peaceful society. The mission of the DSWD is to lead the formulation, implementation and coordination of social welfare and development policies and programmes for and with the poor, vulnerable and disadvantaged. The DSWD Strategic Plan 2018–2022 is an instrument to communicate the desired outcomes and the necessary strategies and critical activities to achieve the DSWD’s client-focused and organization-focus objectives, as well as the contribution of the department to national development goals. With numerous programmes being implemented within its mandate, it is the lead implementing agency of the largest conditional cash transfer programme in the country.
- >> **Department of Agriculture (DA)** - The DA is the government agency responsible for the promotion of agricultural development by providing the policy framework, public investments, and support services needed for domestic and export-oriented business enterprises. The department’s vision is a competitive, sustainable, and technology-based agriculture and fisheries sector, driven by productive and progressive farmers and fisherfolk, supported by efficient value chains, and well integrated in the domestic and international markets, contributing to inclusive growth and poverty reduction. The mission of the DA is to help and empower the farming and fishing communities and the private sector to produce enough, accessible and affordable food for every Filipino and a decent income for all. In the fulfilment of this mandate, it shall be the primary concern of the department to improve farm income and generate work opportunities for

farmers, fishermen and other rural workers. It shall encourage people's participation in agricultural development through sectoral representation in agricultural policymaking bodies so that the policies, plans and programmes of the department are formulated and executed to satisfy their needs. It shall also use a bottom-up self-reliant farm system approach that will emphasize social justice, equity, productivity and sustainability in the use of agricultural resources.

- >> **Department of the Interior and Local Government (DILG)** – The vision of DILG is a strongly determined and highly trusted department committed to capacitate and nurture local government units (LGUs) and public order and safety institutions to sustain peaceful, progressive and resilient communities where people live happily. The mission of the department is to promote peace and order, ensure public safety, and strengthen the capability of LGUs through active people participation and a professionalized corps of civil servants.

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- >> **Department of Agrarian Reform (DAR)** – The DAR’s vision is a just, safe and equitable society that upholds the right of tillers to own, control, secure, cultivate and enhance their agricultural lands, improve their quality of life towards rural development and national industrialization. The DAR is the lead government agency that upholds and implements comprehensive and genuine agrarian reform, which actualizes equitable land distribution, ownership, agricultural productivity, and tenurial security for, of and with the tillers of the land towards the improvement of their quality of life. The DAR is mandated to lead the implementation of the Comprehensive Agrarian Reform Program (CARP) through land tenure improvement, agrarian justice and coordinated delivery of essential support services to client beneficiaries.
- >> **National Nutrition Council (NNC)** – Under the Department of Health (DOH), the NNC is the country’s highest policymaking body on nutrition. The Governing Board is chaired by the Secretary of Health. The board is composed of ten government organizations (the DA, DILG, DOH, DSWD, NEDA, Department of Trade and Industry, Department of Education, Department of Labor and Employment, Department of Science and Technology, and Department of Budget and Management) represented by their Secretaries, and three representatives from the private sector who are appointed by the president for a two-year term with possible reappointment. The NNC is the authority in ensuring the nutritional well-being of all Filipinos, recognized locally and globally, and led by a team of competent and committed public servants. The mission of the NNC is to orchestrate the efforts of government, private sector, international organizations and other stakeholders at all levels in addressing hunger, malnutrition of Filipinos through: 1) policy and programme formulation and coordination; 2) capacity development; 3) promotion of good nutrition; 4) nutrition surveillance; 5) resource generation and mobilization; 6) advocacy; 7) partnership and alliance-building. The NNC oversees the implementation of the hunger mitigation programme. It formulates national food and nutrition policies and strategies; and coordinates planning, monitoring and evaluation of the national nutrition programme.



**High-level political, policy and institutional factors can facilitate or limit joint action among players in agriculture and social protection.**

>> **National Anti-Poverty Commission (NAPC)** – The National Anti-Poverty Commission (NAPC) exercises oversight functions in the incorporation of anti-poverty strategies and programmes in national, regional, sub-regional, and local development plans. It aims to institutionalize basic sector participation in the formulation, planning, implementation, and monitoring of anti-poverty policies, strategies, and programmes in line with the Social Reform Agenda (SRA). Through a systematic package of social interventions, the state hopes to ensure that social reform is a continuous process that addresses the basic inequities in Philippine society, and that a policy environment conducive to social reform is actively pursued. The NAPC's specific mandates are as follows: 1) to act as the coordinating and advisory body that exercises oversight functions in implementing the SRA and ensure that it is incorporated into the formulation of national, regional, sub-regional and local development plans; 2) to institutionalize basic sector and non-government organization (NGO) participation in managing the SRA cycle; 3) to develop microfinance by establishing the People's Development Trust Fund and strengthening the People's Credit and Finance Corporation as the forerunners for microfinance services; and 4) to strengthen LGUs so they can incorporate the SRA in their local development efforts.

#### PALAWAN

"We are optimistic that we can have better incomes. We've also learned how not to be too dependent on our spouses; that women can help; and we've become more confident in doing that." -Loida Lagan, fish vendor.

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## Relevant policies

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This section presents a brief analysis of four key national policies, which are essential to improve coherence between social protection, agriculture, and food security and nutrition.

- >> **The Philippine Development Plan (PDP) 2017–2022** is the key document that outlines the overarching development priorities in the country. Building from the previous PDP 2011–2016, the PDP 2017–2022 sets out the overall policy objectives and strategies, helps guide the planning and implementation of medium-term and annual development plans and budgets at sector and local levels, and provides a framework for donor coordination. The PDP is anchored on the ten-point socio-economic agenda and is geared towards *AmBisyon Natin 2040*, a guide for development planning for PDPs until 2040. The plan was developed through a series of consultations and workshops led by the NEDA in coordination with the policy and planning offices of national government agencies and regional development councils. For this study, greater focus will be geared towards chapter 8 (Expanding Economic Opportunities in Agriculture, Forestry and Fisheries), chapter 10 (Accelerating Human Capital Development) and chapter 11 (Reducing Vulnerability of Individuals and Families).
- >> **The Social Protection Operational Framework and Strategy (SPOFS)**, under the coordination of the DSWD, serves as the overall guide for implementing programmes and policies related to social protection in the country. The purpose and objective of social protection is, “better and improved quality of life for its beneficiaries.” It is contextualized by the inclusive development goals and poverty strategy of the country, which is “to empower and protect the poor, vulnerable and disadvantaged individuals, families and communities from individual life cycle, economic, environmental and social risks.” The importance of social protection in the country’s development agenda is reflected in chapter 2 (Reducing Vulnerability of Individuals and Families) of the SPOFS adopted in 2012. It outlines strategies to reduce vulnerabilities by decreasing people’s exposure to risks and increasing their adaptive capacities. It describes a universal and transformative social protection programme for all Filipinos that will build up socio-economic resilience. The current SPOFS is being reviewed to align with the PDP 2017–2022.

>> **The Agriculture and Fisheries Modernization Plan (AFMP) 2011–2017** formulated by the DA to develop the agriculture and fisheries sector with a focus on food security, poverty alleviation and social equity, income enhancement and profitability especially for farmers and fisherfolk, and global competitiveness and sustainability. The plan is to provide comprehensive support to the sector in the areas of infrastructure, research and development, information and education campaign and extension, product standardization, fiscal incentives, and human resource development. To ensure that the AFMP responds to the needs and aspirations of the farming and fishing communities, the plan is undergoing a review and re-formulation process which shall engage key stakeholders in the sector- relevant line agencies, LGUs, representatives from the agriculture and fisheries sector, civil society organizations, and academe, among others. The first AFMP, covering the period 2001–2004, was formulated by the DA with the assistance of the Pilot-Testing of Participatory Agricultural Planning Systems Project in 2000. The second AFMP, covering the period 2011–2017, differed from the previous AFMP by adopting a value chain development approach and mainstreaming climate change concerns.

>> **The Philippine Plan of Action for Nutrition 2017–2022** is an integral part of the PDP 2017–2022. It is consistent with the administration’s 10-point Socioeconomic Agenda and the DOH’s All for Health towards Health for All agenda. It factors in country commitments to the global community as embodied in the 2030 Sustainable Development Goals, the 2025 Global Targets for Maternal, Infant and Young Child Nutrition, and the 2014 International Conference on Nutrition. It consists of 12 programmes and 46 projects serving as a framework for actions that could be undertaken by NNC member agencies, other national government agencies, LGUs, NGOs, academic institutions, and development partners. The PPAN 2017–2022 comes with a budget estimate for the entire period of six years. The plan has a monitoring and evaluation framework showing the plan for progress monitoring and evaluation throughout the six-year period.



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## Coordination mechanisms

Institutional capacities for coordination refer to the suitability of coordination mechanisms, effectiveness of procedures and adequacy of resources (e.g. staff, financial). Studies show that institutional coordination mechanisms can facilitate collaboration within and across agencies, as well as across different programmes, ensuring that policy and programme formulation is harmonized and aligned, and interventions are implemented well. These coordination mechanisms are particularly important when agricultural and social protection interventions targeting small family farmers are done by different ministries – as is most often the case – and when various actors from the government, civil society and development partners are involved in these interventions. Clear working procedures can also support coordination by indicating if and how interventions should take place, and

institutions – at national and sub-national levels – need to have the resources to operate effectively. Aside from financing, another important element in achieving coherence is to have the right human capacity to make it happen (FAO, 2017).

The study found the existence of relevant coordination platforms, which can foster greater integration between social protection, agriculture and food security and nutrition: the NNC and the inter-agency Sub-committee on Social Protection. The Sub-committee on Social Protection is chaired by the DSWD, with the NEDA as vice-chair. The DA, DAR and NNC are members of the sub-committee, together with 15 other national government agencies, creating a suitable environment for effective coordination. The study finds the role of NEDA as having great potential to increase coherence among the relevant sectors.



### LUZON

Beneficiaries registering for the distribution of fertilizer.

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## Findings on enabling environment

**Overall, the DSWD, DA, and DAR have reaffirmed their political and institutional commitment towards improving coherence.**

While some promising opportunities for joint collaboration are being fostered through the implementation of the Partnership against Poverty and Hunger (PAHP) programme, stronger alliances and strategic alignments among the Cabinet Secretaries of these three institutions could be improved. The study noted a strong affirmative attitude among key government agencies driving the social protection agenda forward.

**The lack of in-country evidence on the benefits of coherence between social protection and agriculture was identified as a limitation for greater advocacy.**

During the high-level consultation on SPOFS in March 2018, the DSWD officer-in-charge acknowledged that farmers and fishers have consistently ranked the highest in terms of poverty incidence. This can serve as an impetus for jointly targeting poor rural households who are dependent on natural resources for their livelihoods. However, more evidence on the benefits of complementing social protection and agricultural policies and program interventions needs to be gathered.

**Championing the coherence agenda between social protection and agriculture is a work in progress.**

Integral to the SP+AG agenda is the identification of high-ranking government officials, at the Cabinet level and even Congress, who can provide the leadership needed to move forward. Changes at the Cabinet level due to a dynamic political landscape create uncertainty on who can and will be willing to champion the SP+AG coherence agenda. Meanwhile, civil society organizations, through organized farming and fishing groups,



lack a venue to participate and contribute to policymaking and programme consultations on social protection and agriculture.

**Synergies and opportunities to strengthen coherence between social protection and agriculture among national government agencies exist, but different mandates and competing priorities can create challenges for joint implementation.**

The PDP 2017–2022 is the overall strategic framework to guide government institutions in their policy and programmatic implementation. The plan states that both DSWD and DA, together with other key agencies, shall contribute to reducing poverty and inequality.



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This finding shows promising policy architecture in terms of greater coherence between social protection and agriculture. However, the assessment of policy and programming processes showed that the current structure and procedure emphasized how each agency contributes to specific national output stated in the PDP rather than combined efforts, creating silos in each government agency.

**Misconceptions regarding the supposed negative outcomes of social protection, such as creating dependency, have somewhat limited further inter-departmental collaboration.**

While some clear synergies between the DSWD and the DA can be identified especially when targeting the rural poor, some misconceptions and scepticism regarding the productive value of social protection interventions have been expressed throughout the interview process.

**The Philippine Development Plan (PDP) 2017–2022 offers clear development goals but limited guidance in terms of joint planning among government agencies.**

Within the structure of the PDP, limited incentives for joint collaboration between the DSWD and DA were observed. For example, all the deliverables for the DSWD are stated in chapter 11 (Reducing Vulnerability of Individuals and Families) while the

deliverables for the DA are stated in chapter 8 (Economic Opportunities in Agriculture, Forestry, and Fishery). This sectoral approach could be one of the reasons why social protection and agriculture are not linked in the outcomes of the PDP Results Matrix (RM) or in the programmes listed in the Public Investment Program (PIP). While the plan provides clear and well-defined development goals for policy implementation, there was limited guidance in terms of promoting joint planning or pulling together agencies to jointly contribute to achieving shared outcomes. For example, chapters 8, 10 and 11 are mutually reinforcing a common goal, which is “to lay down the foundation for inclusive growth, a high-trust and resilient society and a globally competitive knowledge economy” and the intermediate goal of “reducing inequality.” However, the study noted that the interventions to meet the development goals in these chapters tend to run parallel to each other. The PDP RM designates different national entities to work for the achievement of the outcomes in chapters 8, 10 and 11, creating little incentive for stronger coherence.

**The lack of a direct reference to farmers and fishers in chapters 8 and 11 of the PDP somewhat limits the potential productive value of social protection interventions.**

Explicit in chapter 8 are pronouncements to make available and accessible the full range of benefits under the social security system including social protection and pensions. Crop insurance was also highlighted as a key intervention to cushion natural hazard risks. Although chapter 11 refers specifically to reducing the vulnerability of individuals and families, there is no mention of farmers and fisherfolk despite the fact that they are constantly among the poorest. Overall, the chapter outlines that social protection instruments are largely directed towards children, women and persons with disabilities, and investing in strategies that will strengthen human capacities to overcome poverty. As an example, the chapter states “conditional cash transfers to meet health and education goals will be maintained as a key social protection instrument provided to the poorest households.”



TACLOBAN, EASTERN VISAYAS  
The seeds of recovery.  
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TACLOBAN, EASTERN VISAYAS  
Fish Market in Tacloban City.  
©FAO/Petri Suuronen

The inter-agency Sub-committee on Social Protection is considered an ideal platform for building greater coherence between agriculture and social protection policies, and for strengthening multi-sectoral collaboration.

Policy discussions on social protection have established inter-agency committees and sub-committees that meet regularly. The development of policy and monitoring frameworks for greater coherence between agriculture and social protection can be done through the Sub-committee on Social Protection chaired by the DSWD, with the NEDA as vice-chair. The sub-committee, which includes representation from civil society organizations, is responsible for

developing the social protection plan and recommending policies and strategies related to the operationalization of social protection in the Philippines. Throughout the interview process, stakeholders expressed the limited engagement of agriculture experts and/or staff. Participating staff members are not always aware of their agencies' specific roles within the process, thus assuming a cautious approach during policy and programme-related discussions.

**An inter-agency coordination mechanism on social protection at the sub-national/regional and local government levels is lacking.**

During the high-level conference on the review of the social protection framework, DSWD regional directors, national government representatives of the sub-committee, civil society organizations and development partners were invited to participate in the policy dialogue. However, beyond the national level, inter-agency coordination mechanism on social protection is not institutionalized. Sub-national/regional offices do not have a similar inter-agency coordination mechanism. With the decentralization of LGUs, social protection and agriculture coherence could also be strengthened at the local planning and development councils in provinces and municipalities. Information on social protection policies and programmes and agriculture interventions is communicated from central offices to the regional offices within the internal systems of each agency, creating limited opportunities for the development of a tailor-made territorial approach.

## Current sectoral investment frameworks for agriculture, food security and nutrition, and social protection do not foster joint investment plans.

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The 2017–2022 PIP is the main financial mechanism through which government-owned resources are channelled to priority programmes and projects in order to fund the outcomes and outputs of the PDP 2017–2022. National government agencies and offices confer with their respective regional offices in the formulation of the agency’s PIP submission, prioritizing programmes and projects that complement other productive sectors of the economy as well as inter-regional or national goals and targets of the PDP. Furthermore, agencies are requested to validate and consider the proposed national government-implemented programmes and projects from the Regional Development Investment Program (RDIP) submitted by the NEDA regional offices (DBM, 2017). Budget appropriations per national government agency are approved through the passing of the annual General Appropriations Act (GAA). Within this context, the study identified the existence of relevant sectoral investment

frameworks for agriculture, food security and nutrition, and social protection; however, there are no joint investment plans. Since the public investment programmes are not jointly determined, nor are they contributing jointly to specific outcomes, sectoral investment plans run parallel, without achieving coherence.

## Adequate investment in capacity development of national government agents is a challenge for the social protection and agriculture coherence agenda.

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Strong support for the social protection programmes of the government have been made by the World Bank, Asian Development Bank, and the Government of Australia through its Department of Foreign Affairs and Trade. However, based on interviews with development partners, there currently is no funding support that promotes coherence between social protection, agriculture, and food security and nutrition. Representatives of national government agencies who participated in the development of policies and the implementation of programmes expressed interest to pursue the social protection and agriculture coherence agenda with additional technical support. ■



Since the public investment programmes are not jointly determined, nor are they contributing jointly to specific outcomes, sectoral investment plans run parallel, without achieving coherence.



**COTABATO PROVINCE, MINDANAO**

Rice farmers enjoy their first harvest after a series of man-made and natural disasters.

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## Chapter 4

# Key programmes and coherence assessment on social protection and agriculture

In the previous section, the fundamental role of an enabling environment in creating adequate policy-level coherence between social protection and agriculture was discussed. This section reviews the role of key national programmes in the Philippines that carry significant potential for greater collaboration among the previously mentioned sectors.

Overall, the study assessed four key programmes being implemented by the Department of Social Welfare and Development (DSWD), the Department of Agrarian Reform (DAR), and Department of Agriculture (DA), respectively: the Pantawid Pamilyang Pilipino Program, which is a conditional cash transfer programme; the Sustainable Livelihood Program, which is a community-based capacity building programme; the Special Area for

Agricultural Development programme, which targets poor farmers and fisherfolk; and the Partnership against Hunger and Poverty programme, which aims to promote income diversification and farm productivity while mitigating malnourishment in rural communities. Two registry systems were also reviewed: the *Listahanan* developed and used by the DSWD, and the Registry System for Basic Sectors in Agriculture (RSBSA) used by the DA.



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Improving food and nutrition security in the Philippines.

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# Pantawid Pamilyang Pilipino Program

The *Pantawid Pamilyang Pilipino Program* (4Ps) is a conditional cash transfer (CCT) programme which provides cash transfers to poor households, conditional upon investments in child education and health, as well as use of maternal health services. The objective of the programme is to promote investments in the education and health of children to help break the inter-generational transmission of poverty while providing immediate financial support to the household. The programme aims to keep children in school and improve their health and nutrition. It promotes beneficiary responsibility through education and family development sessions, and economic growth by increasing the purchasing power of household beneficiaries.

**Target and planning unit:** The programme targets poor households in poor municipalities (selected by a proxy-means test) who are part of the *Listahanan*, also known as the National Household Targeting System for Poverty Reduction (NHTS-PR). From the list of poor households generated, the households that qualify under the 4Ps have either a pregnant member and/or children aged 0-18 years old. In addition to the 4Ps programme, the DSWD launched in 2013 the Modified Conditional Cash Transfer (MMCT) programme. Using the same conditionality on health and education, MCCT beneficiaries are non-*Listahanan* households, families in need of special protection, homeless and street families, and indigenous peoples in geographically isolated and disadvantaged areas.

**Benefits:** These include 1) a health grant of PHP 500 (approximately USD 10) per month per household; 2) prenatal and postnatal care during childbirth; 3) an education grant of

PHP 300 per month per child in elementary school and PHP 500 per month per child in high school, for children aged 3-18 years old, up to three children per household for ten months in a year, on the condition that the children are enrolled in school or day care centres with at least 85 percent attendance; 4) cash grants to household beneficiaries, which can reach up to PHP 15 000 (approximately USD 300) per year upon compliance with conditions on health and education, including access of maternal health services.



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Corporation (PhilHealth), which manages the automatic enrolment of 4Ps beneficiaries, and the Land Bank of the Philippines, which is the common payment gateway. Coordination with the Department of Health (DOH) and the Department of Education (DepEd) has also been extensive in monitoring the impact and progress of the programme. Coordination with local government units (LGUs) is done through the DSWD P/M links. In some instances, civil

society organizations are tapped to support the Family Development Sessions.

**Funding:** The approved budget for 4Ps was PHP 62.3 billion for 2015. The total effective disbursement from January 2015 to August 2015 amounted to PHP 27.15 billion paid to eligible and compliant beneficiaries. For 2016 and 2017, budgets of PHP 62.7 billion and PHP 78.2 billion, respectively, were approved.

#### Box 1:

#### Overview of National Housing Targeting System for Poverty Reduction (*Listahanan*)

**Executive Order 867, s. 2010 or *Providing for the Adoption of the National Housing Targeting System for Poverty Reduction (NHTS-PR) as the Mechanism for Identifying Poor Households who shall be Recipients of Social Protection Programs Nationwide*** gives the legal basis for targeting beneficiary households who are potentially eligible to access social protection programmes.

Also known as *Listahanan*, it is an information system that identifies who and where the poor are nationwide. It aims to a) establish criteria for identifying the poor; b) minimize wastage of resources by ensuring that those who need it most benefit from social protection programmes; c) improve the design of social protection programmes to maximize the benefits of the poor; and d) facilitate sharing of high-quality database to public and private social protection stakeholders.

**Project cycle.** Two rounds of household assessments have been conducted since the project started in 2009. The first round concluded in 2011 and identified 5.2 million out of the 10.9 million households assessed. In 2015, the second round of assessment, or *Listahanan 2*, was conducted which identified 5.17 million households out of 15.24 million assessed. The database is updated every four years.

**Phase 1 - Preparatory:** This involves the identification of areas to be assessed and the strategy appropriate for area identification. For example, *Listahanan 2* used a saturation or enumeration of all households in rural-classified barangays and pockets of poverty in urban barangays. This includes the hiring and training of field staff, as well as orientation of local government units.

**Phase 2 - Data collection:** Home visits are conducted by enumerators to collect basic information of household members using the Household Assessment Form. The questions are taken from the Family Income and Expenditure Survey (2009), Labor Force Survey (2010), and Census of Population and Housing. Barangay profiling is also done to validate the data. The data collected are processed using the proxy means test (PMT).

**Phase 3 - Validation and finalization:** The preliminary list of poor households resulting from the initial run of the PMT are posted in barangays for public scrutiny. Municipal field staff then collect complaints and endorse these for resolution at the local committee composed of the municipal social welfare development officer (MSWDO) and the municipal planning officer (MPO). On-demand application is conducted to include those who were not assessed during the data collection phase.

**Phase 4 – Report generation and data-sharing:** Once the list of poor households is finalized, data-sharing partnerships are forged with social protection stakeholders through the execution of a memorandum of agreement. Data users are expected to provide the National Household Targeting Office with periodic feedback on the utilization of *Listahanan* as the basis for beneficiary selection of their respective programmes and services.

Source: DSWD, [www.listahanan.dswd.gov.ph](http://www.listahanan.dswd.gov.ph)

# Sustainable Livelihood Program

The Sustainable Livelihood Program (SLP) is a community-based capacity-building programme implemented by the DSWD that aims to improve the socio-economic condition of the household beneficiaries through micro-enterprise development and employment facilitation activities. Under the micro-enterprise track interventions, available resources and market opportunities are identified for productive and profitable livelihood activities. Input include skills training for technical skills (e.g. dried fish food processing) and/or technical vocational skills training (e.g. beauty care, massage, carpentry and welding). Livelihood assets, such as boats or fish nets, are also provided or enhanced to sustain micro-enterprises.

**Target and planning unit:** The selection criteria of SLP target beneficiaries are a) families who are identified under the *Listahanan*; b) members of the CCT/4Ps programme; c) members of vulnerable sectors, i.e. persons with disabilities, senior citizens, disaster-affected households; and d) other poor households. SLP targets a ratio of around 80 percent CCT/4Ps beneficiaries and 20 percent non-CCT/4Ps beneficiaries.

**Coverage:** Accomplishments from 2011 to 2016 include 1,118 projects implemented under the SLP, reaching 1.3 million individuals nationwide. Of these, 87 percent come from CCT/4Ps families: 83.7 percent were provided with micro-enterprise interventions and 16.3 percent benefited from employment facilitation.

**Benefits:** These include a) pre-employment assistance fund with a maximum amount of PHP 5 000 to cover expenses such as travel

costs, documentation processing for birth certificates, police clearances and related expenses; b) seed capital fund of less than or equal to PHP 10 000 per SLP participant who belongs to an organized group of five members in a DSWD-accredited SLP association; c) skills training on enterprising such as food processing, packaging or technical vocational skills, amounting to PHP 20 000 or below; d) cash for building livelihood assets, which uses a cash-for-work scheme that pays 75 percent of regional minimum wage for a maximum of 11 work days to rebuild or rehabilitate agri-based livelihood assets destroyed by natural disasters, land clearing, construction of wooden foot bridges, or clearing of irrigation canals. This modality is usually used for emergency services and relief assistance.

**Funding:** The SLP is financed through central government budget, with PHP 2.4 billion allotted for 2014, and PHP 4.9 billion for 2015.

## Special Area for Agricultural Development Programme

The Special Area for Agricultural Development (SAAD) programme is a locally funded poverty alleviation project, which focuses on the agriculture and fisheries sectors. Implemented by the DA, the SAAD was launched in 2016 to provide interventions in areas not traditionally reached by the DA's regular programmes. The SAAD programme has two major components: social preparation and livelihood interventions. The first component covers the series of trainings, including needs assessments, to ensure the readiness and empowerment of SAAD beneficiaries to accept and manage the interventions provided by the programme. The second component entails livelihood projects to be given based on the assessed needs of the recipients. The SAAD aims to alleviate poverty in the poorest provinces by providing agriculture-related and other relevant interventions to the poor in the farming and fisheries sector.



**SAMAR ISLAND**  
Fishermen in Samar Sea.  
©FAO/Petri Suuronen



**Target and planning unit:** Using poverty incidence as the main indicator, the SAAD prioritizes the 30 poorest provinces in the country. The targeted beneficiaries are a) farmers from poor households or groups listed in the updated Registry System of Basic Sector in Agriculture (RSBSA), the DA's database; b) the municipal agriculture officers' farmers' registry; c) 4Ps beneficiaries; d) indigenous peoples group; or e) members of accredited farmer organization and cooperative. Programme participants should have either agriculture-related experiences or a willingness to engage in agriculture. It is preferred that selected beneficiaries have not been recipients of similar interventions from the DA in the past two years.

**Benefits:** For social preparation, there are provincial orientations, work and financial planning (annual and multi-year), a workshop on project proposals (using logical framework and business planning), needs assessment/

consultation, and organizational trainings. For food production and livelihood, the programme offers backyard/communal poultry and livestock production (chicken, duck, goat, sheep, swine); upland rice and/or corn diversified farming; and backyard/communal vegetable production, including the provision of seeds and seedlings, fertilizers, and farm tools. For fisheries production, the programme offers fingerlings distribution, seaweed development, fishing gear and paraphernalia, technology demonstration, cages for livelihood, post-harvest equipment, marketing assistance/support, and agri-livelihood trainings.

**Funding:** Sourced from the central government, a budget of PHP 721 million for the agriculture and PH 151 million for fisheries was set aside for 2017. For 2018, the budget is PHP 721 million for agriculture and PHP 270 million for fisheries.

#### Box 2: Overview of Registry System for Basic Sectors in Agriculture

**The Aquino administration created the Registry System for Basic Sectors in Agriculture (RSBSA) for more efficient and streamlined programme targeting.** It is a list of farmers, farm workers and fisherfolk in 75 provinces, excluding the Autonomous Region in Muslim Mindanao and the National Capital Region. This is used by the Department of Agriculture (DA) to target the beneficiaries of various government agencies implementing agricultural support programmes. It also serves as a basis for issuing allocated budgets for these programmes.

The Department of Budget and Management also uses the RSBSA to target beneficiaries of agricultural support programmes such as the RSBSA Agricultural Insurance Program of the Philippine Crop Insurance Corporation, and the Agriculture and Fisheries Financing Program of the Land Bank of the Philippines and People's Credit and Finance Corporation. For purposes of the RSBSA, the basic sectors in agriculture refer only to crop and animal production, aquaculture, and fishing. Activities related to hunting, forestry and logging are not considered as basic sectors in the registry.

A study conducted by the Philippine Institute for Development Studies found that there were legitimate agricultural producers who are excluded from the RSBSA (PIDS, 2017). Leakages, difficulty of linking the registry with other government databases, and unclear operational definition of "farmer" were also noted. But despite its shortcomings, the RSBSA is useful as a targeting tool, according to the study. The list just needs to be validated and regularly updated, which is done every three years starting in 2012.

*Source: DSWD, [www.listahanan.dswd.gov.ph](http://www.listahanan.dswd.gov.ph)*

## Partnership against Hunger and Poverty

The Partnership against Hunger and Poverty (PAHP) aims to increase farm productivity and income, ensure food security, and mitigate levels of malnourishment in the rural communities. The DAR leads the programme with the support of the DA, DSWD, and Department of the Interior and Local Government (DILG). The PAHP started in 2013 as a pilot programme as part of national government efforts in addressing hunger and poverty through the convergence of essential services of the DA, DAR, DILG, DSWD and LGUs directly benefitting the poorer sectors of the country. The project has four components.

**Target and planning unit:** The PAHP targets agrarian reform beneficiaries (ARBS) who are part of agrarian reform beneficiary organizations (ARBOs). It also seeks to benefit pre-schoolers enrolled in day care centres under the DSWD Supplementary Feeding Program.

Under this initiative, the DSWD through the Day Care Service Parents Group (DCSPG) and the Pantawid Parent Leaders Organization (PPLO) liaises with the DAR for the supply of food items that are programmed for procurement during the 120-day feeding programme. The DAR then coordinates with ARBOs in agrarian reform communities (ARCs) to be engaged in the production and supply of these required food items to their respective Child Development Centers (CDCs). A detailed supply planning is elaborated and negotiated between the DAR and the ARBOs, and the DCSPG/PPLO negotiates marketing contracts with the ARBOs according to government procurement procedures. The SLP and 4Ps under the DSWD

provide necessary complementary support to strengthen the capacities of communities and farmers to participate.

Technical assistance is given to ARBOs in agrarian reform areas engaged in the provision of food items for the DSWD's feeding programme in the CDCs and Supervised Neighbourhood Play (SNP). The package of assistance includes the production of rice, vegetables and other food items, such as fish and chicken, based on a seasonal calendar to match the supply requirements of the feeding programme. In addition, participating ARBOs receive help in accessing financial assistance for necessary production inputs through the Agrarian Production Credit Program (APCP) and other credit windows. The PAHP also assists ARBOs to ensure the timely delivery of agricultural produce, which is processed and packaged into food items for the feeding programme. The processing and packaging activities consider the requirements of DCSPG/PPLO for the programme. During programme

implementation, the DAR closely coordinates with the DSWD through the established local project offices (LPO) at the municipal level.

The DA also assists in providing essential facilities to support community food hubs, including operational requirements to support the feeding programme of CDCs. These include rice milling equipment, cold storage, and other warehousing facilities. While the DAR provides technical assistance to ARCs, the DA extends technical assistance to farmers engaged in communal and backyard gardening for vegetables, and livestock and poultry-raising, in line with the DA's food self-sufficiency programme.

The last component is the establishment of community food hubs to ensure adequate supply of food items for the feeding programme in CDCs. The hubs serve as facilities for food processing, storage, packaging and distribution to CDCs/SNPs, and the delivery and trading of agricultural farm products from

ARCs to traders. The hubs are managed and operated by ARC organizations or agriculture cooperatives. Support and assistance may be provided by the DAR for infrastructures such as the multi-purpose building that house the community food hub. Other government funding windows, such as the National Community-Driven Development Program under the DSWD, the Grassroots Participatory Budgeting Program (GPBP) managed by LGUs, and other national and local budgets, are accessed for necessary hardware and software provisions. The Food and Agriculture Organization of the United Nations (FAO) and the World Food Programme (WFP) provide technical assistance in the establishment and management of these food hubs. The FAO and WFP also aid in mobilizing resources to provide essential facilities for the food hubs, such as cold storage and rice milling facilities, and in the processing and provision of counterpart funds for the establishment of the multi-purpose building to be used as the community food hub.



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## Findings on programming for coherence

Overall, the Philippines programming context offers great potential for coherence between social protection and agriculture. In many aspects of these programmes, it was possible to identify elements of joint targeting, joint implementation and strategic coordination among diverse government agencies. According to the FAO Framework for Analysis and Action, there are three approaches to promote programme level coherence between social protection and agriculture.

- 1) **Adopt single interventions.** Agriculture programmes can be designed to reach small farmers and incorporate social protection into their designs. Social protection interventions, on the other hand, can be designed to be coherent with the agriculture-based livelihoods of their beneficiaries.
- 2) **Combine interventions into a single programme.** Agricultural and social protection can be combined into one programme so that targeted households can participate in both agricultural and social protection interventions. It is imperative that the different programme components share a clear vision on how interventions can transition households across different welfare thresholds and interventions.
- 3) **Coordinate and align multiple programmes.** Synergies between agriculture and social protection interventions can be established even when these interventions are not delivered in the same locations or targeted to the same beneficiaries. Alignment can also involve coordinating a continuum of agricultural and social protection interventions to expand coverage.

The DSWD combined two different programmes – the 4Ps and SLP – into a cohesive strategy when they decided to target the same beneficiary households, allowing these vulnerable households to benefit from a variety of complementary interventions. A parallel programme, the DA's SAAD, is an example of a freestanding agriculture programme, which is coordinating and consulting with DSWD regional offices to harmonize the targeting criteria. By directly targeting 4Ps beneficiaries

at the local level, the SAAD programme allows marginalized farmers and fisherfolk to receive both economic and productive-oriented benefits. Another interesting example of programming for coherence is the PAHP programme, which links a school feeding programme to a public procurement strategy to benefit ARBs. Using a twin track approach, the project can benefit not only marginalized farmers but also children in child care centres. All these programmes are already

using elements of coherence between social protection and agriculture; however, further connections can and should be fostered to maximize results.

The DSWD, DA and DAR could also explore programme convergence to address the challenges of the agriculture and fisheries (AFF) sector. For instance, to address inadequate irrigation, low farm mechanization

and inadequate post-harvest facilities in the AFF sector, the DSWD can explore convergence with the DA and DAR for programmes such as the National Community-Driven Development Program. The capacity-building component of the DSWD's Sustainable Livelihood Program could also be combined with other agribusiness opportunities provided by the DA and DAR to increase access and acquisition of livelihood assets and crop insurance.



## Targeting mechanisms between social protection and agriculture interventions are different, but there is room for greater coherence under a territorial approach.

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It is important to understand that each sector has a specific set of priorities and objectives. The DSWD targets poor households within the *Listahanan* registry system, specifically households with a pregnant mother (at the time of the survey) and with children below 18 years old. The DA's SAAD targeting is based on poverty incidence in a specific location and then focuses on poor farmers and fishers as part of a demand-driven process (i.e. proposals are submitted) for approval. The DAR selects beneficiaries from a list of ARBs who require assistance to increase land productivity. This is due to the different objectives and criteria for social protection programmes and agriculture interventions. However, the use of a territorial approach can promote greater linkages and cross-sectoral collaboration. The selection of beneficiaries could be more targeted, focusing on poor households in the AFF sector identified in *Listahanan* since it can generate data on households engaged in different economic activities.

## Lack of data-sharing between different programme registry systems can create challenges for cross-sectoral programming and alignment.

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The DSWD uses the *Listahanan* registry system for selecting 4Ps beneficiaries while

the DA uses the RSBSA for the selection of farmers and fisherfolk. The DAR, too, uses its own registry for ARBs. As a result, there are three government agencies with similar programmatic objectives targeting local populations through three different registration systems. While this scenario creates some concerns regarding potential inefficiencies, the SAAD programme led by DA is an example of a collaboration with the DSWD in which efforts for the harmonization of targeting and registration are taking place. As part of future research and development, it would be advantageous to explore how these registry systems can be harmonized to complement each other.



## Eligibility and exclusion concerns regarding the 4Ps selection process exist.

Exclusion concerns were raised at the local level by poor farming and fishing households who do not have young families (i.e. children below 18 years old or pregnant members). Farmers and fishers cited that many of them were not eligible because they belonged to an older demographic group. They added that the programme requirement of having within the household a pregnant woman or children 0–18 years old were restrictive as many of them were in their senior years and continue to experience extreme poverty daily due to floods, drought, and pests affecting their main sources of income.



AKLAN PROVINCE  
Household in Altavas.  
©FAO/Jake Salvador

## Coordinating the joint implementation of cross-sectoral programmes such as the PAHP is a work in progress.

In the case of the PAHP, the study gathered that the implementation of the programme has met challenges in the areas of local coordination, low and seasonal production, and procurement bottlenecks at the local level. According to the ARBs in Casiguran, Sorsogon, their primary objectives were to produce crops based on nutritional requirements and to increase their income through the guaranteed market provided by the day care centres. Day care centre attendants, however, were more concerned about procuring at a lower price. This left farmers with unsold produce, which led to food waste and income losses. Evidently, each sector and agency prioritized specific outcomes of the programme, risking the ultimate objective: to have an integrated system where all relevant stakeholders will benefit if adequate compromises are reached. Despite these anecdotes, the DAR, DSWD and DA acknowledged the potential and importance of this programmatic convergence model to demonstrate how poverty reduction and food security goals can be achieved by maximizing collaboration for social protection programmes and agricultural interventions.



## Impact evaluations and greater evidence regarding the benefits of coherence between social protection and agriculture are missing.

The study found limited information regarding the potential benefits and challenges of maximizing linkages to reduce poverty and meet development outcomes. Although there is anecdotal evidence on the ground that the 4Ps and SLP have been used towards purchasing agricultural assets and investments, this has not been fully studied. This is primarily because impact evaluations of 4Ps and SLP outcomes are designed to change behaviour towards education and health through prescribed conditionalities. There is also no information on whether cash transfers have prevented negative risk-coping strategies such as selling farm equipment or inputs to buy food. Based

on the cross-sectoral approach of the PAHP, 4Ps, SLP and SAAD, such initiatives could benefit from rigorous assessments as well as strong monitoring and evaluation systems.

## A cash transfer programme design review could consider combining agriculture and social protection interventions.

The study noted the ongoing process to review the current conditional cash transfer programme by the Philippine government with the World Bank. Although these discussions are preliminary, the 4Ps and SLP could evolve into nutrition-sensitive social protection to include, among others, cash or in-kind transfers that would allow households to meet food consumption needs and to invest in agricultural productivity. For now, outcome indicators are focused on improvements related to education and health. ■





## Chapter 5

# Recommendations and opportunities

### Policy-level recommendations

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- >> **Build policy consensus on the importance of coherence between social protection, agriculture, and food security and nutrition.** This involves identifying mutual objectives and concrete incentives for coordination. In this regard, under the coordination of the National Economic and Development Authority (NEDA), national government agencies, particularly the Department of Social Welfare and Development (DSWD), the Department of Agriculture (DA), the Department of Agrarian Reform (DAR), the National Nutrition Council (NNC), the Department of Budget and Management (DBM), and the Department of Finance (DOF) can work towards the identification of common objectives and the specific contributions (both technical and financial) of each agency towards the main policy frameworks. This should include a strong monitoring framework that can allow periodic follow-ups and adjustments as needed.
- >> **Prepare joint investment plans to ensure greater coherence between social protection and agriculture (SP+AG) in the context of the 2017–2022 Public Invest Program.** The DSWD, DA and DAR could develop joint investment plans between social protection, agriculture, and food security and nutrition, which could translate into greater coherence. Coordination with the DBM and DOF could facilitate the generation and allocation of additional resources, if needed.
- >> **Identify potential champions who can push forward the SP+AG coherence agenda.** The identification and capacity development of potential champions in the DSWD, DA, DAR, DBM, DOF, the National Nutrition Council (NNC), and the National Anti-Poverty

Commission (NAPC) could facilitate greater coherence. The participation of civil society organizations through established farming and fishing cooperatives and/or groups composed of programme beneficiaries could promote empowerment in policymaking and programme implementation.

- >> **Develop an advocacy strategy based on in-country evidence of the benefits of coherence between social protection and agriculture.** To ensure more political commitment, the need to generate in-country evidence based on the benefits of coherence between social protection and agriculture is urgently needed. Within this context, the development of impact evaluations of specific national programmes such as 4Ps, PAHP and SAAD could become instruments for improved advocacy.
- >> **Identify entry points in policy design processes to promote SP+AG coherence.** The constant review and evolving nature of sectoral plans provide strong opportunities for greater coherence. Particularly, the ongoing review of the Agriculture and Fisheries Modernization (AFM) Plan 2018–2023, which will include in its process national and regional consultations, could increase cross-sectoral linkages. Similarly, the review and enhancement of the Social Protection Operational Framework and Strategy (SPOFS), and the development of the Social Protection Plan are potential entry points to articulate the coherence agenda. For the operationalization of the Philippine Plan of Action for Nutrition (PPAN), the NNC is expected to develop regional actions plans, which could be another entry point.



LANAO DEL SUR  
Planting season.  
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- >> **Stimulate and integrate the participation of civil society and non-stake actors into the SP+AG coherence agenda.** Developing coalitions among non-government organizations and farmers, forest-dependent communities, and fisherfolk groups who are members of the NAPC can stimulate discussions and promote the efficiency and impact case around the coherence agenda. In addition, the concerns raised by some groups regarding issues of exclusion or eligibility could be addressed and explored in a participatory manner.
- >> **Review the Philippine Development Plan (PDP) 2017–2022 to foster greater guidance for joint planning between the DSWD, DA and DAR.** The PDP is the overall strategic framework to guide government institutions in their policy and programmatic implementation. Chapter 8 of the PDP provides great entry points for stronger coherence between social protection and agriculture. Particularly, the mention of “farmers and fishers” as one of the priority sectors in chapters 8, 10, and 11 of the PDP could deliver a strong message of inclusion and synergy. Such remark could promote a greater understanding of the productive impacts of social protection and their maximization when linked to adequate agricultural interventions.
- >> **Ensure adequate representation within national coordination mechanisms for the SP+AG agenda.** Adequate representation of agriculture, food security and nutrition, and social protection in the inter-agency Sub-Committee on Social Protection and other coordination mechanisms such as the NNC can enhance the coherence agenda. Adequate agency representation in key coordination bodies can be strengthened through capacity development interventions while encouraging the participation of development partners, civil society organizations, academic institutions and other relevant sectors.
- >> **Create a specific coherence coordination mechanism between social protection and agriculture for advantageous results.** There are established inter-agency committees and sub-committees on social protection which could serve as platforms for the development of policy and monitoring framework for greater SP+AG coherence. The national government may also consider creating a cross-sectoral coordination mechanism where the NEDA is the lead convenor bringing together government agencies mandated to work on the key thematic areas of social protection, agriculture, and food security and nutrition (see **Figure 7**). Government authorities will have to assess the advantages of creating a new coordination platform versus strengthening existing coordination mechanisms.

**Figure 7:**  
Proposed coherence coordination mechanism for social protection, agriculture, and food security and nutrition

NATIONAL LEAD CONVENOR	THEMATIC AREA	MEMBERS NATIONAL/ REGIONAL CONVENOR	LOCAL
Social Protection, Agriculture and FSN	Social protection	Lead: DSWD	Provincial, city, and municipal social welfare and development offices
		Co-lead: DOLE DND/NDRRMC, NAPC, PCW, PhilHealth, SSS	
National Lead Convenor	Agriculture and Food security	Lead: DA	Provincial, city, and municipal agriculture officers
		Co-Lead: DAR Members: DENR, CCA Office of the President (OP)	
National Economic and Development Authority (NEDA)	Nutrition	Lead: NNC/DOH	Local nutrition councils, barangay health workers
		Co-Lead: DILG	

**Abbreviations<sup>13</sup>**

- >> **Use a territorial approach to inter-agency coordination to achieve greater coherence between social protection and agriculture.** Inter-agency coordination at the provincial and municipal levels can be more deliberate in including the coherence agenda in the local development planning processes. With incentives from the Department of the Interior and Local Government (DILG) and local chief executives, and with the support of planning development officers, a territorial approach can work towards finding entry points in the local development policy and planning processes. This may include identification of programmes that can complement existing social protection programmes rolled out by the national line agencies.
- >> **Develop the capacity of national government agents to move the SP+AG agenda forward.** Technical support and capacity development in understanding and operationalizing the coherence agenda is required at the national and sub-national/ regional levels. Considering that several representatives of national government agencies have expressed difficulties in understanding the interconnection between social protection, agriculture and food security, this should be considered a priority. The PAHP programme could be used as the basis for developing experiential-based training agenda.

<sup>13</sup> DA: Department of Agriculture; DAR: Department of Agrarian Reform; DENR: Department of Environment and Natural Resources; DepEd: Department of Education; DND: Department of National Defense; DOH: Department of Health; DOLE: Department of Labor and Employment; DSWD: Department of Social Welfare and Development; LGU: local government unit; NAPC: National Anti-Poverty Commission; NDRRMC: National Disaster Risk Reduction and Management Council; NGA: national government agency; NNC: National Nutrition Council; OP: Office of the President; PCW: Philippine Commission on Women; PhilHealth: Philippine Health Insurance Corporation; SSS: Social Security System.

## Programme-level recommendations

- >> **Explore a territorial approach to targeting in SP+AG programmes and interventions.** To enhance programme coordination and efficiency, agriculture programmes and social protection programmes could benefit from a coordinated targeting approach. For instance, although the SAAD's first criterion is area-specific, i.e. poorest provinces, it can systematically be more deliberate in targeting 4Ps beneficiaries in the agriculture and fisheries sector as identified in the *Listahanan*. The use of a territorial approach can foster greater linkages and cross-sectoral collaboration.
- >> **Promote greater data-sharing between the National Household Targeting System (NHTS) and the Registry System for Basic Sectors in Agriculture (RSBSA).** The DA, DAR and DSWD could benefit from greater data-sharing within their respective registration systems. Interviews showed an openness to share information between the two different programme planning registry systems: the NHTS led by DSWD and the RSBSA used by DA. For future research and development, it would be advantageous to explore how these registry systems can be harmonized to complement each other. The recent passage of the Philippine Identification System Act, which allows for the development of the national ID system, is expected to create ideal conditions for information-sharing across diverse sectors. It can also facilitate the efficient delivery of services including those in social protection and agriculture.
- >> **Ensure and promote greater dialogue with representatives from civil society and local organizations concerning issues on eligibility and exclusion.** While it is evident that all approaches to targeting involve disadvantages, the possibility to maintain an open and collaborative dialogue with local organizations will promote greater tolerance and understanding among programme beneficiaries and non-beneficiaries.
- >> **Promote a convergence approach similar to the Partnership against Hunger and Poverty (PAHP) among other development programmes.** By utilizing existing systems and infrastructure, and maximizing resources in a specific geographic region, the PAHP is an example of convergence initiative at the programme level. It combines multiple social protection, agriculture, and food security and nutrition programme interventions. It also creates a direct platform for inter-sectoral collaboration among the DA, DAR and DSWD. The programme addresses the multiple goals of poverty reduction for small farmers, and



food security and nutrition for children using the existing social welfare and agriculture programme interventions. Initial gains can be maximized if social protection policies and agriculture programmes are effectively designed and implemented. The project may not yet be able to provide conclusive results on its impact on reducing poverty and preventing malnutrition; however, it could serve as a catalyst for joint programming, planning, budgeting and assessments. Other convergence approaches and strategies that could be explored are vertical intra-agency, vertical inter-agency at national level down to local convergence, which can be area-based or sector-based at various levels.

- >> **Stronger emphasis on cross-sectoral coordination is necessary to ensure programmatic coherence between social protection and agriculture.** While the four programmes (4Ps, SAAD, PAHP and SLP) are already integrating elements of coherence between social protection and agriculture, deeper programmatic connections and stronger coordination efforts would maximize impacts and results.
- >> **Impact evaluations and greater evidence-gathering efforts are indispensable for greater SP+AG coherence and rural poverty reduction.** The study found limited information on the potential benefits and challenges of maximizing linkages to reducing poverty and meeting development outcomes. Based on the cross-sectoral approach of the PAHP, 4Ps, SLP and SAAD, such initiatives could benefit from rigorous assessments as well as strong monitoring and evaluation systems. ■



**NUEVA ECIJA PROVINCE**  
Replanting of damaged crops.  
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