



# Review and Assessment of the Implementation of RA 8425

A report prepared for the  
National Anti-Poverty Commission



# **Review and Assessment of the Implementation of RA 8425**

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## ABBREVIATIONS

4Ps	Pantawid Pamilyang Pilipino Program
ADB	Asian Development Bank
APIS	Annual Poverty Indicators Survey
ARMM	Autonomous Region in Muslim Mindanao
ASEAN	Association of Southeast Asian Nations
BSU	Basic Sector Unit
CBMS	Community Based Monitoring Systems
CBIS	Community Based Information Systems
CORD	Cabinet Officer for Regional Development
DepEd	Department of Education
DILG	Department of the Interior and Local Government
DOH	Department of Health
DSWD	Department of Social Welfare and Development
FIES	Family Income and Expenditure Survey
GDP	Gross Domestic Product
	HDI
	Human Development Index
KALAHl	Kapit-Bisig Laban sa Kahirapan
KALAHl-CIDDS	KALAHl Comprehensive and Integrated Delivery of Social Services Project
KPPs	KALAHl Prototype Projects
LGU	Local Government Unit
LMP	League of Municipalities of the Philippines
MBN	Minimum Basic Needs
MDG	Millennium Development Goal
MFI	Microfinance Institutions
MFU	Microfinance Unit
MPU	Macro Policy Unit
MTPDP	Medium-Term Philippine Development Plan
NAAA	National Anti-Poverty Action Agenda
NAPC	National Anti-Poverty Commission
NCR	National Capital Region (i.e., Metro Manila)
NKCG	National Kalahi Convergence Group
NEDA	National Economic and Development Authority
NFA	National Food Authority
NGO	nongovernment organization
NKCG	National KALAHl Convergence Group
NSCB	National Statistical Coordination Board
NSO	National Statistics Office
NUC	National Unification Commission
OPAPP	Office of the Presidential Adviser on the Peace Process
PCFC	People's Credit Finance Corporation
PCW	Philippine Commission on Women (formerly NCRFW)
PCSD	People's Council for Sustainable Development
PDTF	People's Development Trust Fund
RDC	Regional Development Council
RKCG	Regional KALAHl Convergence Group
SGAs	Sectoral General Assemblies
SRA	Social Reform Agenda
SRC	Social Reform Council
UN	United Nations
UNDP	United Nations Development Programme

## Executive Summary

The general objective of this study is to review and assess the Philippine Government's social reform and poverty alleviation program as translated in the Social Reform Agenda and put into action by NAPC and the Social Reform and Poverty Alleviation Act or RA 8425. Republic Act (R.A.) 8425 was signed into law by former President Ramos on December 1997 and took effect only during the first month of President Estrada's term. Considered a landmark law, RA 8425 provided the framework for poverty alleviation by defining the geographic, sectoral and development area focuses for government's anti-poverty efforts. The law also created the National Anti-Poverty Commission (NAPC) that serves as the forum for the sustained engagement of the basic sectors and government in anti-poverty program development and flow of resources. It institutionalizes coordination of government poverty programs with the added participation of the basic sectors. The NAPC serves as the poverty reduction manager/coordinator of the government. With its oversight power to coordinate, monitor and evaluate government's poverty reduction efforts and with the President seating as its Chairperson, NAPC is considered to be the focal point of poverty reduction policy-making at the Executive level.

Despite the good intents of the Law, NAPC struggled to remain relevant and useful in its existence in the past ten years. The inadequacy of NAPC's efforts to effectively coordinate poverty reduction in the country cannot be attributed to NAPC alone (and RA 8425 as well) as an institution but the failure of the political leadership in utilizing and providing ample support to NAPC to fulfill its mandate. NAPC, after ten years of operation, still has to gain the recognition and acceptance of the other government agencies and officials as the -poverty championll of the government at various levels of the bureaucracy.

Through NAPC, basic sector participation and representation has been institutionalized in the highest level of governance. The 14 basic sectors are given the venue to participate in poverty reduction policy-making. Furthermore, the representatives of these sectors sit face-to-face with the President and Cabinet Secretaries during the NAPC En Banc meetings where major poverty thrusts are deliberated and poverty-related social reform policies even formulated for advocacy with the legislature.

Several factors hinder representation and inclusiveness of the NAPC process. One reason is the unhealthy political dynamics among basic sector organizations. There is also a limited number of organizations willing and able to engage NAPC, not to mention that there are very few organized groups in some of the sectors. The study observes that a more effective participation of the basic sectors can further refine and mainstream anti-poverty programs. However, a participation mechanism that is not working properly from the basic sectors side does not preclude the widening of scope, depth of reach and positive impact of successful government programs against poverty coordinated by NAPC.

The ten years of NAPC's struggle for existence have produced a rich experience, albeit in the experimentation stages, of coordination, implementation, and participatory mechanisms for poverty reduction. Best practices abound, captured and written in some NAPC studies, guidelines, manuals, and reports of successful project implementation, minutes of inter-agency mechanisms, basic sector forums, and the RKCGs. Because it is not a direct implementor, NAPC can serve as an objective reviewer and assessor of agencies' performance, programs and projects for poverty reduction. Because also of its participatory nature, NAPC through the

basic sector representatives can play as independent watchdogs in the implementation and review of performance of programs and projects.

Poverty incidence in the Philippines is still high. Various studies pinpoint many factors but what aggravated persistent poverty was bad and ineffective governance. There is a need to improve governance in the fight against poverty, and NAPC is the focus of attention in this regard. Because poverty is multidimensional, the proper response usually takes the form of integrated or holistic packages of programs from health, education, shelter, nutrition, and community infrastructure. This requires various levels of coordination and collaboration as there are more than 20 major national agencies and many regional and local government units that are involved in the poverty reduction programs of the national government. Thus, if maximum impact must be made several agencies must come together to coordinate their actions in a particularly focused area or sector. Another complication is that national agencies need to relate to their regional offices and at the same time, the regional offices also need to link with local governments. Poverty governance becomes a complex web of interactions and relationships in implementing a multi-dimensional solution at the ground level. And because of its legal mandate, NAPC should be the institution that should take charge of all of this. NAPC was in fact created to solve the coordination problem in poverty reduction.

The study recommends that NAPC should concentrate on coordination, monitoring, and evaluation of anti-poverty programs, at the same time enhancing participation of basic sectors and LGUs in these programs. NAPC must undergo changes in its structure to effectively play its roles especially at the regional level. A -lean and meanll regional structure should be created which maybe embedded in NEDA to act as secretariat of RKCG and facilitate convergence efforts in the region. NAPC's units must be strengthened especially the monitoring and the coordination units. It must rationalize the overlaps with other agencies through clarification and delineation of roles vis-à-vis sectors. NAPC needs more resources to effectively play its role. NAPC should have the authority to recommend sanction for agencies by -halting or suspendingll unsuccessful or inefficient programs. NAPC can improve its coordinating and monitoring role by having the full support and commitment of the President to back up its authority of coordinating and monitoring agencies involved in poverty reduction. Lastly, NAPC needs organizational stability by appointing a Lead Convenor who will commit to serve the President for at least four years.

Furthermore, the study does not recommend amendments to R.A. 8425, but sees the need to integrate EO 110 to the AO 21 and MC 33 as one IRR for RA 8425. The study also recommends the expansion of the coverage and beneficiaries of the PDTF capacity building fund to include organizations and institutions of the basic sectors and not only to microfinance related organizations which are spelled out in EO 110 (See Annex A).

## **I. CONTEXT AND RATIONALE**

### ***Persistent Problem of Poverty in the Country***

Poverty and inequality have been persistent problems in the country. The proportion of households living below the official poverty line has declined gradually and unevenly in the past forty years, and poverty reduction has been much slower than in neighboring countries in ASEAN. Economic growth has been characterized by boom and bust cycles and the recent economic expansion have had limited effect on poverty reduction. Other reasons for the relatively moderate poverty decline include the high rate of inequality across income brackets, regions, and sectors; and unmanaged population growth.

Poverty incidence among households increased from 24.4% in 2003 to 26.9% in 2006 and the number of poor families increased from 4.0 million in 2003 to 4.7 million in 2006. The headcount index increased from 30.0% in 2003 to 32.9% in 2006 and the number of poor people increased from 23.8 million in 2003 to 27.6 million in 2006. According to the 2006 poverty data, Mindanao has the highest poverty incidence at 38.8% but Luzon has the highest number of poor families, with almost 2 million families (42.4% of the total).

In terms of the Philippines' midterm progress report on the MDGs, the country is still lagging behind in meeting the targets on access to primary education, maternal mortality rates, and access to reproductive health care. In the aftermath of the global economic crisis, the recent increases in poverty incidence due to the typhoons of 2009 and the fuel and food price rises in 2008, the goal of reducing the proportion of people living in extreme poverty may not be achieved in 2015. Better governance in poverty reduction will be key to reverse this trend and achieve the MDG targets. From pursuing economic growth in the period immediately following the Second World War, the Government of the Philippines shifted its development strategy toward poverty reduction in the 1970s and 1980s. Since then, succeeding administrations have launched flagship poverty programs. Despite these different interventions and approaches, various assessments suggest that the government's anti-poverty efforts have not made much impact in reducing the number of poor people in the country. The National Anti-Poverty Commission (NAPC) is at the center of this and the main national coordinating agency from 1998 - 2010.

### ***Tracing the the Roots of NAPC: The Social Reform Agenda (SRA) under the Ramos Administration***

The Social Reform and Poverty Alleviation Act (R.A. 8425) which created NAPC traces its roots and foundations to the Social Reform Agenda (SRA) and the Social Reform Council (SRC), chaired by then President Fidel Ramos (1992 – 1998). The Social Reform Agenda (SRA) mainly focused on identifying and providing for the Minimum Basic Needs of Filipinos. The SRA concept was developed during the Ramos Administration as one mechanism to address the root causes of armed conflicts and social unrest as defined in the National Unification Commission (NUC) consultations. It was launched in 1994 as the primary advocacy and implementation framework for social and economic reforms. Furthermore, it operationalized the people empowerment component of Pres. Ramos' vision of Philippines 2000 through a number of policy issuances, aimed at rationalizing and integrating all anti-poverty policies and programs around a central human development framework. Among these policy issuances is The Social Reform and Poverty Alleviation Act (R.A. 8425) in 1997.

The Ramos administration promoted the SRA as the centerpiece anti-poverty program, the result of a wide range of consultations that underscored the partnership between government and civil society. SRA is the country's first integrated set of reforms against poverty in a systematized way. Ramos himself initiated and participated in range of consultations in formulating and implementing the SRA: identifying poverty reduction targets, determining the actual basic needs of families and targeting through the Minimum Basic Needs (MBN) approach, ensuring Basic Sector Participation, and assigning accountability.

Ramos established the Social Reform Council (SRC) as the SRA's policy-making body, with himself as Chairman and was visible in SRC meetings, which facilitate the policy dialogue between the government and the Basic Sector representatives: farmers, fisherfolks, indigenous cultural communities, urban poor workers especially in the informal sector and other disadvantaged groups such as women, persons with disabilities, youth, disadvantaged students, elderly and victims of disasters. The SRA initiated the establishment of the -Club 20ll priority provinces (poorest provinces) and Congress allocated Poverty Alleviation Funds (PAF) as a deliberate initiative to fill equity gap by providing additional resources to the SRA programs.

The then Social Reform Council (SRC) was composed of the President, the SRA Lead Convenor appointed by the President, Cabinet Officers for Regional Development (CORDs), and Basic Sector Representatives. The technical support was provided by the national technical working group, the Social Reform Council Secretariat with the SRA Secretary-General. At the regional level are the existing Regional Development Councils (RDC), the regional technical working group, the regional composite secretariat care of the NEDA Regional Office, DILG Regional Office and the Office of the CORD.

The Basic sectors were the specific target participant-beneficiaries of SRA's deliberate reform policies. To empower the Basic Sectors, counterpart structures on different levels were subsequently organized in order to effectively integrate the Basic Sectors Agenda and government programs towards the common goal of poverty reduction. The SRA created a positive and enabling environment in prioritizing the enactment of numerous laws which have been advocated by concerned sectors for many years.

Through the SRA, the language of reform and poverty reduction was mainstreamed in national and local governance. Reduction of poverty became a key goal and strategy of government. More importantly, the SRA paved the way for the mainstreaming of civil society and basic sectors in this endeavor. The integration of various government programs and services was also adopted as a strategy in pursuit of the country's fight against poverty.

The specific features of the SRA are:

- Sustained implementation of a systematic package of social interventions to address the basic inequities in Philippine society;
- Meaningful consultations and effective participation in governance of the different basic sectors;
- Clearly defined policy, programs and resource commitments from both government and the basic sectors to ensure accountability and transparency in the implementation of the SRA;



- A multi-dimensional, cross-sectoral and gender-responsive approach to fighting poverty that recognizes and respects the core values, cultural integrity, and spiritual diversity of target sectors and communities;
- Promotion of ecological balance in a way that gives the basic sectors a major stake in the use, management, conservation and protection of productive resources;
- Promotion of self-help and self-reliance; and,
- Focused implementation, i.e., specific target areas and basic sectors.

***Republic Act No. (RA) 8425: Establishment of NAPC During the Estrada Administration***

R.A. 8425 was one of the flagship bills under the SRA. Although it was signed into law by former President Ramos on 11 December 1997, it took effect only during the first month of President Estrada's term. Under Estrada, the National Anti-Poverty Commission was formally established as provided by RA 8425, headed by the President. Considered a landmark law, RA 8425 provided the framework for poverty alleviation by defining the geographic, sectoral and development area focuses for government's anti-poverty efforts. At the same time, the law also created the National Anti-Poverty Commission (NAPC) to serve as the forum for the sustained engagement of the basic sectors and government in anti-poverty program development and flow of resources.

RA 8425 defined the following government policies on poverty alleviation:

- Adoption of an area-based, sectoral and focused intervention to poverty alleviation wherein every poor Filipino family shall be empowered to meet its minimum basic needs of: i) health, food and nutrition, ii) water and environmental sanitation, iii) income security, iv) shelter and decent housing, v) peace and order, vi) education and functional literacy, vii) participation in governance, and viii) family care and psycho-social integrity;
- Active pursuit of asset reform or redistribution of productive economic resources to the basic sectors including the adoption of a system of public spending which is targeted towards the poor; and
- Institutionalization, enhancement, adoption and operationalization the Social Reform Agenda (SRA) as the national framework for anti-poverty.

The NAPC serves as the poverty reduction manager/ coordinator of the government. With its *oversight* power to coordinate, monitor and evaluate government's poverty reduction efforts and with the President seating as its Chairperson, NAPC is considered to be the focal point of poverty reduction policy-making at the Executive level. Poverty reduction policy proposals--which include poverty-related policies, anti-poverty strategies, targets and priority programs and projects—are determined during the NAPC En Banc. The NAPC En Banc is the venue for the NAPC Commission to meet, deliberate and decide on poverty-related issues and concerns. NAPC's major functions are to coordinate with different national and local government units and the private sector to assure full implementation of all social reform and poverty alleviation programs which include advocacy to mobilize resources; to recommend policy and other measures to ensure the responsive implementation of the commitments under the SRA; and to ensure meaningful representation and active participation of the basic sectors.

As an oversight agency, the NAPC is responsible for overseeing, monitoring, and making recommendations with regard to the government's actions on poverty alleviation. It consists of two entities: the secretariat and the commission. The commission comprises twenty

(25) heads of national government agencies, four (4) presidents of the leagues of local government units, and fourteen (14) representatives of the basic sectors. The President of the Philippines chairs the commission and is assisted by two vice-chairpersons: one from the government sector who is designated by the president, and one from a basic sector who is elected by the basic sector representatives of the NAPC. The fourteen (14) basic sectors represented in the NAPC are those that are marginalized and heavily affected by poverty: farmers and landless rural workers, artisanal fisherfolk, urban poor, indigenous cultural communities/indigenous peoples, workers in the informal sector, women, youth and students, persons with disabilities, victims of disasters and calamities, senior citizens, NGOs, children, and cooperatives. The president appoints the Lead Convenor of the NAPC, who may come from either the government or the private sector. The Lead Convenor serves as the head of the NAPC Secretariat and has the rank of cabinet secretary.<sup>1</sup>

The NAPC Secretariat serves as technical support staff to the NAPC Commission. It is divided into four major units, namely: the Basic Sector Unit, which is tasked to oversee and strengthen the representation and meaningful participation of the basic sectors in the NAPC; the Localization Unit, which is responsible in mainstreaming national poverty reduction strategies into the systems processes of regional and local government units; the Macro Policy Unit, which is for the highly technical concerns of the commission particularly on integrating poverty-reduction strategies, policy development, advocacy, monitoring and analysis/assessment for poverty reduction; and the Micro Finance Unit (MFU), which is the unit tasked to oversee the source of funds for establishment of the People's Development Trust Fund (PDTF) and its augmentation.

### ***The Katipunan Kontra Kahirapan (KKK) and the Lingap para sa Mahihirap (Care for the Poor) Program of the Estrada Administration***

Under the Estrada administration, the Katipunan Kontra Kahirapan (KKK) and the Lingap para sa Mahihirap (Care for the Poor) program were launched. Representatives of the poor joined heads of national agencies and representatives from the concerned committees of the Senate or House of Representatives to oversee the implementation of projects under the P2.5 billion Lingap Para sa Mahihirap Program Fund or Lingap Fund. This was contained in Executive Order No. 92 that President Joseph Estrada issued providing for the general guidelines and institutional arrangements for the Lingap Para sa Mahihirap Program Fund. Aside from this Congress allotted P50 M for the operational budget of NAPC in the 1999 General Appropriations Act (GAA).

President Estrada's vision was to be realized through the National Anti-Poverty Action Agenda (NAAA) and its operational version<sup>2</sup>. The major components of the Agenda include 1) Equitable and Sustainable Development, 2) People Empowerment, 3) Effective and Efficient Delivery of Basic Services and 4) Focused Targeting of Anti-poverty Programs. Meanwhile, Lingap Para sa Mahirap included : (1) food security; (2) modernization of agriculture and fisheries within the context of sustainable development; (3) low-cost mass housing; (4) protection for the poor against crime and violence; and (5) active participation of the LGUs in the implementation of the program. Under the Lingap Para sa Mahihirap Program, the 100

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<sup>1</sup> Jose Eliseo Rocamora has been recently appointed by the Aquino administration. Domingo Panganiban was the last appointed Lead Convenor by Gloria Arroyo.

<sup>2</sup> The NAAA is a comprehensive document that lays out the anti - poverty agenda and action plan; the authors thank Atty. Donna Gasgonia, former NAPC vice Chairperson who sent them a scanned copy of the document

poorest families in the country's 78 provinces and 83 cities were identified and used as indicators to determine whether the program was effective. The success of the program is dependent on its ability to produce a multiplier effect, whereby the identification of the 100 poorest families will result not only in the upliftment of the welfare of these identified families but also in the improvement of the conditions of other marginalized Filipinos. The 2.5 billion peso Lingap Fund was broken down as follows: (1) 500 million pesos for Food, Nutrition, and Medical Assistance under the Department of Health; (2) 500 million pesos for Livelihood Development under the Cooperative Development Agency; (3) 500 million pesos for Socialized Housing under the National Housing Authority; (4) 300 million pesos for Rural Waterworks System under the Local Water Utilities Administration; (5) 300 million pesos for Protective Services for Children and Youth under the Department of Social Welfare and Development; and (6) 400 million pesos for Price Support for Rice and Corn under the National Food Authority

These poorest communities were provided basic water and sanitation services, health insurance, socialized housing, cooperative development and other basic services. Other core strategies were: food security, modernization of agriculture and fisheries, low-cost mass housing, peace and order, and active LGU participation in poverty reduction. These action plans were being implemented but the ouster of the Estrada administration and the assumption of the new administration either halted or transformed such initiatives into new ones.

### ***KALAHl: A Framework for Convergence in the Gloria Macapagal-Arroyo Administration***

In 2001, following the formulation of the MTPDP 2001-2004 President Gloria Macapagal-Arroyo launched the Kapit-bisig Laban sa Kahirapan (KALAHl) as the new national strategy of the Arroyo administration for reducing poverty by half by the year 2010. With KALAHl, the Arroyo administration enshrined convergence – of resources, programs/projects, stakeholders and sectors – as the key ingredient in poverty reduction. President Macapagal Arroyo signed Memorandum Circular 33 (MC 33) in November 2001, institutionalizing the KALAHl as the administration's overarching program for a focused, accelerated, convergent, expanded and strategic effort to reduce poverty. KALAHl embodies and operationalizes the poverty reduction framework of the Arroyo administration. It is anchored on people's participation and empowerment as well as the convergence of various stakeholders from government and civil society for a more comprehensive and holistic poverty reduction scheme.

The regional local expressions of NAPC in the form of Regional KALAHl Convergence Groups (RKCGs) trace its organization and operation from the KALAHl strategy. KALAHl aimed to reach the poorest barangays in the 17 regions of the country, including the Autonomous Region in Muslim Mindanao. The RKCG chooses the poorest communities that will benefit from the program after reviewing the recommendations of local government units in the region. There were KALAHl prototypes named during Arroyo's administration including KALAHl Urban, KALAHl Rural, KALAHl Local Initiatives, KALAHl Karaban, and KALAHl in Conflict Affected Areas and KALAHl Convergence. Other national line agencies have also implemented their own KALAHl programs: KALAHl CIDSS (DSWD), KALAHl AR Zones (DAR), and KALAHl Poverty Free Zones (DOLE). RKCGs have been set up in all covered regions and have been recipients of capacity building programs. In addition, basic sector representatives were included in the convergence groups at various levels.

More recently, the different RKCGs conducted convergence programming by targeting the poorest barangays in their respective regions bringing in inter-agency resources usually

through pre-identified project or program allocations. The efficiency, quality and quantity of meetings, targeting, and mobilized resources varied from region to region depending on leadership provided by the RKCG Chair (usually by the Presidential Assistant for Political Affairs and Rural Development) and vice-chairs (some are Regional Directors of National Agencies) and the willingness of regional agencies to cooperate and provide support for the targeted programs. It is also dependent on the array of budgeted poverty programs of the different national agencies and the availability of counterpart resources of local government units (LGUs). However, resources needed to convene the RKCGs have been very limited as NAPC's allocation for such is also small. Sometimes, RKCG members use their own resources for these meetings and for monitoring visits to convergence sites.

### ***The Peoples Development Trust Fund (PDTF)***

The PDTF was created by RA 8425, established primarily for the development and strengthening of institutions involved in providing microfinance services to the poor, in extending necessary support services and in pursuing social and financial preparation of the marginalized sector of society. The activities shall be funded out of the earnings or income of the total trust fund of P4.5 Billion appropriated from the earnings of PAGCOR in a span of ten years. By virtue of Executive Order No. 110, dated 20 June 2002, the People's Credit and Finance Corporation (PCFC) was designated as the administrator of the PDTF while the NAPC was named as the oversight agency in-charge of monitoring the utilization thereof (see Annex B for details on the PDTF).

An initial P100 million was received only in 2008 and there were no additional appropriations thereafter. The earnings on the PDTF Corpus Fund (non-disbursable) were allocated in accordance with the policy guidelines on distribution or utilization of PDTF income. The total investment income from the P100 million since 2008 as of June 15, 2010 has reached P41.68 million, of which the net earnings is 26.8 million. Of the 26.8 million, 50 percent were allotted to grant funding to MFIs, 25 percent to LGUs, and administrative expenses of 25 percent divided as follows: 17.5% PCFC and 7.5% NAPC. As of the same date, total approved grant for MFIs and LGUs amounted to P8.4 million of which P2.42 million has been disbursed.

From 2006 to May 2010, the PDTF secretariat and NAPC-MFU received and evaluated a total of 39 grant proposals, of which 19 proposals have been approved by the PDTF Executive Committee. However, four were cancelled for various reasons. These proposals have been strictly evaluated in accordance with the Policy Guidelines and Manual of Operations which govern the operationalization of PDTF. The budgetary requirements for net approved proposals amounted to P6.73 million. Most of those given grants were NGOs, cooperatives, rural banks engaged in microfinance and a few Local Government Units (LGUs) - see Annex C for a listing of these 19 projects.

The PCFC as the administrator of the PDTF has gained credibility over the years as provider of wholesale credit to microfinance institutions in the country. Its performance can be gleaned below:

#### **PCFC Performance (1996 - August 2009)**

Total loans releases	P12.5 B
Investment	P11.5 B
Institutional	P 1.0 B
Outstanding Balance	P 3.3 B

Total Resources	P 3.5 B
Client Outreach	2.8 M
No. of MFI Partners	163
Collection Rate	96%

### ***The Basic Sector Councils***

The 14 basic sectors represented in NAPC are sectors who have been marginalized and are also mostly affected by poverty. These are: farmers and landless rural workers, artisanal fisherfolk, urban poor, indigenous cultural communities/ indigenous peoples, workers in the informal sector, workers in formal labor and migrant workers, women, youth and students, persons with disabilities, victims of disasters and calamities, senior citizens, non-government organizations, children and cooperatives.

The NAPC recently conducted the sectoral general assembly (SGAs) for the 14 basic sectors last February 2010 participated in by 472 organizations in 17 regions. The 14 Basic Sector Representatives in the NAPC were elected of which 4 came from Luzon, 9 from Visayas, and 1 from Mindanao. Ms. Florencia P. Cabatingan from the women sector was elected chairperson (ex-officio vice chair of NAPC en banc; see full list in Annex D and E). The NAPC-Basic Sectors Unit (BSU) has refined the sectoral agendas and has been uploaded in the NAPC website for dissemination. The new councils were introduced to government agencies, the OPARD, NEDA-Regions and LGU leagues. The SRs have been oriented on NAPC and NAPC processes, and introduced to lead-agencies. All councils have conducted their 1st regular meeting, refined and finalized their 3-year sectoral agenda and formulated their 2010 priority agenda. The current issue is the hasty implementation of Administrative Order 187 in terms of the selection of the Basic sector Council representatives<sup>3</sup>. Four councils have conducted their 2<sup>nd</sup> regular meeting - Artisanal fisherfolk, Senior Citizens, Youth and Students and Farmers and landless workers.

## **II. OBJECTIVES OF THE REVIEW AND ASSESSMENT**

The general objective of this study is to review and assess the Philippine Government's social reform and poverty alleviation program as translated in the SRA and put into action by NAPC and the Social Reform and Poverty Alleviation Act or RA 8425.

Specifically, the project seeks to:

- To identify and evaluate the contributions/effect/s of RA 8425 including its Implementing Rules and Regulations (IRR) on poverty reduction and the 14 basic sectors, specially on the key themes, namely: asset reform, livelihood and employment, human development services, social protection and pro-poor infrastructure and institutional development governance
- To determine and assess the congruency of NAPC's present mandate, operational structure, and resources (e.g., budget allocation, manpower and logistical facilities) vis-a-vis the need for an efficient and effective vehicle to implement the SRA;
- To identify the enabling and hindering factors for NAPC as the lead agency in the country's fight against poverty; and

<sup>3</sup> These appointees were in the so called list of midnight appointees released by former Civil Service Chairperson Karina Constantino David

- To identify and evaluate the strengths and weaknesses of RA 8425 and the SRA, recommend policy and program directions, and propose amendments to the law.

### III. FRAMEWORK AND METHODOLOGY

The study adopts a simple Strengths-Weaknesses-Opportunities Threats framework and analysis. It is a strategic planning method used to evaluate the strengths, weaknesses, opportunities, and threats involved in any organizational or institutional venture. It involves specifying the objectives of the institution and identifying the internal and external factors that are favorable and unfavorable to achieve these objectives. The study will hopefully lay out the following:

***Strengths and/or positive outcome contributions of RA 8425 and NAPC in Poverty Reduction in terms of:***

- key legislations, policies and executive orders that facilitate poverty reduction in the country
- key successful programs (pilot or otherwise) in combating poverty
- mechanisms established among government agencies and stakeholders that facilitate coordination and participation in the fight against poverty
- new technologies developed or introduced
- developed capacities of institutions in poverty reduction
- others to be identified in the process of the assessment

***Weaknesses and/or negative outcome contributions of RA 8425 and NAPC in terms of:***

- clarity of the role of NAPC vis-à-vis other agencies involved in poverty reduction
- dynamics affecting NAPC negatively especially in the appointment of basic sector representatives
- internal organization, staff complement and problems of turnover affecting effectiveness in program implementation
- weak capacities of the basic sectors to effectively participate in NAPC
- institutional constraints including regional structures to link with local governments
- the lack of up to date data which may be critical in policy and program development
- others to be identified in the process of assessment

***“External”<sup>4</sup> and contextual factors affecting NAPC’s success or failure in poverty alleviation:***

- environmental factors affecting NAPC’s objectives e.g. continued armed conflicts waged by the NPA and MILF; natural disasters which continue to affect various regions of the country
- resources allocated by the national government and by donor institutions/other stakeholders to NAPC
- cooperation of other national agencies, local governments and stakeholders in the fight against poverty
- others to be identified in the process of assessment

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<sup>4</sup> In general, this would refer to the changing context and dynamics in which NAPC operates

The project's methodology will include reviewing the current literature<sup>5</sup>, review of relevant NAPC and related documents, key informant interviews<sup>6</sup>, focus-group discussions among key stakeholders<sup>7</sup>.

## **IV. STRENGTHS AND POSITIVE CONTRIBUTIONS**

### ***An Institutionalized Mechanism for Poverty Coordination and Monitoring***

Any Philippine government administration will have to design effective coordination, implementation and participation mechanisms for poverty reduction. These are all indicated already in the intent, content and provisions of RA 8425. The law itself, which is a product of various consultations and summits already lay the ground for institutionalized coordination of poverty programs and participation of the basic sectors. The good intents of the Law could be the reason that NAPC, despite its institutional weaknesses, has struggled to exist in the past twelve years. The inadequacy of NAPC's efforts to effectively coordinate poverty reduction in the country cannot be attributed to NAPC (and RA 8425 as well) as an institution but the failure of the political leadership in providing ample support to NAPC to fulfill its mandate.

The nature itself of NAPC being a coordinating body for poverty reduction is seen as a -strength because its mandate include directing agencies to coordinate their programs and projects in targeted poverty areas and sectors. Because it is not a direct implementor, NAPC can serve as an objective reviewer and assessor of agencies' performance, programs and projects for poverty reduction. Because also of its participatory nature, NAPC through the basic sector representatives can play as independent watchdogs in the implementation and review of performance of programs and projects. The basic sector participation can also assist NAPC to adequately respond to the needs of marginalized groups. Several achievements and positive contributions of NAPC in terms of programs, projects, and convergent initiatives are enumerated in Annex F despite its resource constraints. If NAPC could only be provided with very strong leadership, support and resources from the President, it could function more effectively and satisfy expectations from various stakeholders.

### ***Formulation of a Feasible Poverty Framework***

Through NAPC (and its predecessor, the Social Reform Council) a feasible poverty reduction framework has been formulated – KALAH! It is anchored on people's participation and empowerment as well as the convergence of various stakeholders from government and civil society for a more comprehensive and holistic poverty reduction scheme. The KALAH! strategies were drawn from the social reform and antipoverty agendas that were articulated in consultations with the basic sectors starting from the various summits held even during the Ramos administration. Its core strategies include the following:

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<sup>5</sup> previous studies, evaluation, assessments of NAPC and/or its roles and program

<sup>6</sup> interviews of key personalities involved in the making of the proposals for SRA/RA 8425; former Secretaries of NAPC, key basic sector representatives, current officers and staff of NAPC; other stakeholders of NAPC; poverty experts/academics

<sup>7</sup> consultations with key stakeholders in selected regions (Regions II and IV-A for Luzon, Region VIII for Visayas and Regions X and XIII for Mindanao) to discuss their views and perspectives on NAPC as an institution

- *Accelerated asset reform.* A redistribution of physical or financial assets to the poorest individuals, and programs that improve access to land and capital and sustain the long-term ownership of these productive factors to the marginalized groups.
- *Improved access to human development services.* Programs that provide basic human services (basic education, health and nutrition, shelter, water, and sanitation) to strengthen the human capital base.
- *Provision of employment and livelihood opportunities.* Provision of public avenues for job creation and microfinance services.
- *Security from violence and social protection (including safety nets for vulnerable groups).* Programs for the -poorest of the poorll and vulnerable groups outside of the asset reform and regular human development services; reduced vulnerability of the poor and marginalized sectors and strengthened opportunities for them to participate in mainstream economic and political processes.
- *Institutionalized and strengthened participation of the basic sectors in governance.* Enhanced abilities and capacities of the poor and marginalized groups, especially in policy and decision making.
- *Pro-poor infrastructure development.* Infrastructure development is beneficial to, and protects the rights of, the affected poor.

KALAHI also emphasizes the convergence of local poverty interventions to maximize impact on beneficiaries. The framework is comprehensive and tackles all the important aspects of poverty reduction. While the framework is sound, the actual dent on poverty depends on how it is translated and implemented into programs.

### ***An Institutionalized Venue for Participation of the Basic Sectors***

Through NAPC, basic sector participation and representation has been institutionalized in the highest level of governance. The 14 basic sectors represented in NAPC are sectors who have been marginalized and are also mostly affected by poverty. These are: farmers and landless rural workers, artisanal fisherfolk, urban poor, indigenous cultural communities/indigenous peoples, workers in the informal sector, workers in formal labor and migrant workers, women, youth and students, persons with disabilities, victims of disasters and calamities, senior citizens, non-government organizations, children and cooperatives. Interviews with both government and civil society sectors revealed the importance of NAPC as a viable participatory mechanism for the basic sectors. Other mechanisms are perceived to have been inactive in the past years e.g. some of the sectoral councils affiliated with the various national agencies. Another venue for participation, the Philippine Council for Sustainable Development has only been reactivated in 2008<sup>8</sup>. Through their participation in NAPC, the basic sectors learn the process of engagement and appreciate the mechanics of policy making within government. At the same time, government functionaries and bureaucrats begin to understand the dynamics and complexities of civil society groups which choose to dialogue and work with them. This relationship assists both groups to craft more effective programs for the concerned sectors and for the public in general.

### ***Evidence of Best Practices in the Fight Against Poverty at the Local Levels***

The ten years of NAPC's struggle for existence have produced a rich experience, albeit in the experimentation stages, of coordination, implementation, and participatory mechanisms

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<sup>8</sup> This mechanism was established during the Ramos administration



for poverty reduction. Best practices abound, captured and written in some NAPC studies, guidelines, manuals, and reports of successful project implementation, minutes of inter-agency mechanisms, basic sector forums, and the RKCGs. Specific examples of these are successful projects in the KALAH! convergence areas as documented and evaluated by Antiporta and Estanislao-Tan (2010). The authors reviewed a sample of 15 Kalahi prototype projects (KPPs) and found that :

- there were perceptible successes in enhancing governance and empowering people at the village level
- the implementation and operation of KPPs made beneficiaries realize that thorough cooperative efforts they can generate additional fiscal resources to solve community concerns
- there were numerous instances of KPP implementation success leading to convergence of assistance to communities

The authors further urge the greater propagation of KPP initiatives as this is consistent with the bottom up approach to successful development. Other examples include best practices in terms of the KALAH! - CIDSS projects of the Department of Social Welfare and Development (DSWD).

### ***The Practice of Convergence at Regional and Local Levels***

The RKCG is composed of a) the heads, designated focal persons or their authorized representatives of the regional counterparts of the NKCG agencies), b) the Cabinet Officer for Regional Development, c) the Presidential Assistant, d) Deputy Presidential Assistant, e) NAPC Sectoral Council members residing in the region, f) regional chapters of the Leagues of local government units, g) the Local Poverty Reduction Officer of each province and highly urbanized city in the region, and h) other government agencies, civil society, private sector, and basic sector groups that the RKCG may invite to sit as members. RKCGs were set up within the existing structure of the Regional Development Council (RDC) for all regions except the National Capital Region and the Autonomous Region of Muslim Mindanao (ARMM).

The major functions and responsibilities of the RKCG include:

- the preparation, implementation, monitoring and evaluation of regional poverty alleviation plans and investment programs, including the formulation of policy recommendations thereof;
- the integration of poverty reduction plans and programs of local government bodies (provincial, city, municipal, barangay), line agencies, state universities and colleges, government owned and controlled corporations, and special development authorities in the region into a regional poverty reduction plan;
- the review, prioritization, and endorsement to NAPC and other relevant and concerned agencies the poverty reduction investment program/budgets of the region for funding and implementation by concerned national agencies;
- the initiation and coordination of the development, funding and implementation of regional and special poverty development projects such as those involving several agencies or LGUs;
- the conduct of periodic review and assessment of RKCG's programs, projects and activities;

There are examples of successful convergence approaches at the local levels which can be replicated in other areas. From the interviews in this assessment, it was also evident that in regions where the Presidential Adviser for Political Affairs and Rural Development was pro-active and aggressive, local convergence became feasible and actually implemented. LGUs in the region became beneficiaries of such convergent initiatives. In one region for example, the RKCG assisted the LGU in conducting a CBMS wherein the former successfully identified the needs of its various barangays. Harnessing the network of the RKCG, the Presidential Adviser then linked the LGU with the various national agencies that can respond to the identified needs of the barangay. The Local chief executive was eventually reelected and his LGU received awards for good governance.

### ***Promotion of the Community Based Monitoring System (CBMS)<sup>9</sup>***

NAPC has been actively promoting the CBMS among LGUs in the past few years. The Community-Based Monitoring System (CBMS) is systematic process of collecting information at the local level for use by various units of government, non-government organizations, and civil society for planning, program implementation and monitoring. It is a tool aimed at improved governance and greater transparency and accountability in resource allocation and hopes to fill the poverty information gaps at the local level. The CBMS adopts a set of core indicators that cover the different dimensions of poverty. These indicators have been chosen on the basis of the multi-dimensional aspects of poverty and have been confined largely to output and impact indicators.

Several memorandum circulars and policy issuances have been prepared by key national government agencies supporting the use of CBMS as a monitoring tool:

- The NEDA Social Development Committee Resolution Number 3 Series of 2006 or the adoption of CBMS as the prescribed monitoring tool for the generation of core local poverty indicator database
- The National Anti-Poverty Commission (NAPC) has issued an En Banc Resolution No. 7 (issued in March 2003) directing LGUs to adopt the 13 core local poverty indicators as the minimum set of community-based information for poverty diagnosis and planning at the local levels
- The Department of the Interior and Local Government (DILG) has issued Memorandum Circulars 2003-92 (April 2003) to set policy guidelines for the *adoption of the 13 core local poverty indicators* for planning and 2004-152 (November 2004) to encourage LGUs to intensify efforts toward the achievement of the millennium development goals (MDGs). The latter circular also enjoins LGUs to use monitoring systems such as MBN-CBIS, CBMS, IRAP, etc., in the monitor and diagnosis of the nature and extent of poverty. CBMS was adopted by the DILG as the data collection and processing system for the CLPIMS which was the tool adopted to monitor the MDGs for LGUs.
- The National Statistical Coordination Board (NSCB) has also issued Resolution No. 6 (2005) which recognizes and enjoins support to the CBMS as a tool for strengthening the statistical system at the local level. It also directs the NSCB Technical Staff to initiate and coordinate an advocacy program for the adoption of the CBMS by the LGUs, through the RSCCs, the technical arm of the NSCB Executive Board in the regions.
- The League of Municipalities of the Philippines (LMP) has also issued Memorandum Circulars 027-2006 and 027-2006B enjoining member LGUs to adopt/sustain the

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<sup>9</sup> Derived from [http://econdb.pids.gov.ph/index.php?option=com\\_content&task=view&id=25&Itemid=40](http://econdb.pids.gov.ph/index.php?option=com_content&task=view&id=25&Itemid=40)

adoption of the CBMS as a tool for local poverty diagnosis and to institutionalize this as part of the system of local governance. At the same time, the LMP has issued these circulars to ensure the incorporation of the MDG targets and utilization of the CBMS data in the local development plans at the municipal and barangay levels for focused poverty targeting.

Through the CBMS, several LGUs were able to identify the key needs of their poor barangays and have helped them attract agencies to assist them in responding to such needs. Definitely, CBMS have helped LGUs to effectively plan and implement their poverty programs. Unfortunately, not all LGUs adopt the CBMS because it entails costs and some LGUs are unfamiliar about the benefits that a good information and monitoring system can bring them. The CBMS is a refined and better version of the Minimum Basic Needs-Community based Information System (MBN-CBIS) which was introduced during the Ramos regime.<sup>10</sup> As of 31 August 2010, CBMS is being implemented in 60 provinces (32 are province wide), 698 municipalities and 45 cities covering 18,269 barangays.<sup>11</sup>

### ***Basic Sector Issues Translated into Programs, Legislation and Policies***

Basic sectors assert that NAPC is a good venue for them to articulate their issues and advocacies and they have their government counterparts to continuously dialogue. An important result of this process is the implementation of programs, the passage of laws and formulation of policies that benefit the basic sectors. Some of the programs and projects are enumerated in Annex G e.g. the prototype anti-poverty program monitoring database -Enhanced-Integrated Monitoring System for Anti-Poverty Projects (E-IMSAPP) 269 KALAHI prototype projects, implementation of 1,354 water system projects in 1,103 previously waterless barangays, etc.

Several national laws and policies were passed and implemented which were primary advocacies of basic sectors<sup>12</sup>. Key laws include the System of Early Childhood Care and Development (RA 8980, 2000) National Anti-Trafficking Law (RA 9208, 2003), Elimination of Worst Forms of Child Labor (RA 9231, 2003), Anti-Violence Against Women (9262, 2004), Juvenile Justice System (RA 9344, 2006) and many others (see Annex G for a complete listing).

## **V. WEAKNESSES, INSTITUTIONAL AND STRUCTURAL CONSTRAINTS<sup>13</sup>**

The NAPC has been challenged by various institutional and structural constraints<sup>14</sup> and a fast leadership turnover, which have negatively affected its coordinating and monitoring roles in various years. The NAPC relies on the presidential assistants for rural development from each region to act as focal points of the regional KALAHI convergence groups as it does not have regional offices. NAPC's participatory mechanism is also seen as constrained given the

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<sup>10</sup> Derived from the comments from the NAPC secretariat

<sup>11</sup> Info from the NEDA secretariat; NAPC secretariat supplied data as of July 2010

<sup>12</sup> This does not mean that NAPC was solely responsible for these laws. For sure, there were other groups and factors that made legislation possible for each case

<sup>13</sup> Aside from the insights gathered by the authors from the interviews and FGDs, this chapter also borrows from the findings of the NAPC Institutional Assessment Report of the Ateneo School of Government (2006) and the poverty report of ADB (2009) which still hold until today

<sup>14</sup> The NAPC does not have a regional structure to directly monitor local poverty convergence efforts and relies on NEDA and other members of RKCG to do this.

weak capacity of the basic sectors to fully engage government in policy debates and deliberations. Resources given to the basic sector representatives are often insufficient to enhance their policy formulation functions. The -representativeness<sup>15</sup> of the mechanism is also criticized usually because of the unhealthy political dynamics among basic sector organizations. The NAPC and the National Economic and Development Authority (NEDA) also have common mandates that require greater coordination between them. An important aspect of this coordination is effectively providing the link between macroeconomic policy and poverty reduction. Overlaps with other agencies also exist. These weaknesses are further elaborated below.

### ***Coordination and Monitoring Constraints***

Coordination and monitoring are the main functions of NAPC. Thus, it has to develop sufficient knowledge, skills and information to be able to monitor and assess poverty programs and the impact of policies on the ground. Secondly, NAPC must also strengthen its capacity for advocacy to be able to harmonize and synchronize the government's poverty reduction efforts; and thirdly, NAPC needs to establish its credibility and authority among other agencies involved in poverty reduction. Though there has been a conscious effort to introduce NAPC and the basic sector councils to all government instrumentalities, NAPC, after ten years of operation, still has to gain the recognition and acceptance of the other government agencies and officials as the -poverty champion<sup>16</sup> of the government at various levels of the bureaucracy. Until now, its authority for compliance and cooperation from other agencies remains weak and highly dependent on the President. There is also the need to establish the legitimacy of NAPC's consultation processes as a joint government-civil society mechanism to consult and get the perspectives of the basic sectors. This is important to be able to influence policy-making, program development and even public opinion in regard to various issues.

There are more than 20 major national agencies and many regional and local government units involved in the poverty reduction strategy and programs of the Government of the Philippines (see Annex H for the list of national agencies) Because poverty is multidimensional, the proper response usually takes the form of integrated or holistic packages of programs from health, education, shelter, nutrition, and community infrastructure. This requires various levels of coordination and collaboration to develop an effective response (ADB 2009):

- horizontal coordination among key agencies involved in poverty and social development; DOH, DepEd, DSWD, NAPC, and NEDA are the key coordinating agencies although they have overlapping functions;<sup>15</sup>
- vertical coordination within agencies (national to regional offices) and from national and regional to local government units;
- sector coordination—there are a number of agencies in one sector that also need to coordinate their actions (e.g., insurance, education); and
- multi-stakeholder coordination—both national and local agencies need to network with key stakeholders from civil society and the private sector.

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<sup>15</sup> During the term of Secretary Deles of the NAPC and Secretary Canlas of NEDA, there was a memorandum of agreement specifying the distinct roles of the NEDA and NAPC in poverty policy formulation and program monitoring. At present, the NAPC coordinates the poverty reduction programs while the NEDA coordinates all economic and social policies and programs. The Presidential Commission for the Urban Poor continues to perform its mandate of coordinating policies and programs for the urban poor. The heads of NEDA and Presidential Commission for the Urban Poor are members of the NAPC.

ADB (2009) rightly notes that coordination consumes both time and resources, but is necessary in order to be able to craft well-designed and efficiently implemented programs. For example, many programs in the past were successful because of such coordination and complementation, which leads to optimized human and financial resources, smooth information flow, minimized waste and leakage in targeted programs, and avoidance of duplication of programs across national and local implementing agencies. However, insufficient resources, both financial and human constrain such coordinating mechanisms. For example, the National Anti-Poverty Commission convenes the different regional KALAHI convergence groups (RKCGs) through the Presidential Assistants for Political Affairs and the regional offices of the National Economic and Development Authority (NEDA) but NAPC funding is very limited<sup>16</sup> and it relies on NEDA staff to function as secretariat. It will also need additional resources to coordinate and monitor the implementation of policies and programs decided by the RKCGs in their respective localities (i.e., provinces and municipalities).

### ***The Weakest Planning Link: Macroeconomic Growth and Poverty Nexus***

Economic growth alone is a necessary but not sufficient condition to improve the plight of the poor. In fact some economists assert that the link between macro-economic growth and poverty reduction may be weak. An indicator of whether an economic expansion has affected poverty positively or negatively is the -growth elasticity of poverty reduction. Using panel data for the Philippines from 1980 to the 1990s, Balisacan and Pernia (2002) noted that the average growth elasticity of poverty is 0.5, indicating that income growth does not correspond to changes in the welfare of the poor. More recently, Balisacan and Hill (2007) presented estimates of the growth elasticity of poverty reduction in the Philippines compared with other developing countries. This ranged from a low of 1.1 to a high of 2.2, the lowest among all the countries listed<sup>17</sup>.

To address this low growth elasticity of poverty reduction, our economic policies must tend toward equity enhancing growth. Institutionally, the weak link could be explained by the way poverty reduction is dealt with in national development planning, which can be seen sometimes as a mere sector in the MTPDP which is separate from the other development sectors such as trade and industry, infrastructure and finance among others. The poverty strategic framework must be integrated in the MTPDP to ensure economic growth benefits accrue to the poor and lower echelons of society. And while there may be pronouncements that poverty reduction is the overarching theme of the MTPDP, poverty remains a concern of only those in the social welfare sectors. Moreover, it remains to be explained explicitly how the other development sectors or elements in the MTPDP contribute to poverty reduction. With this in mind, an assessment of the poverty impact of key fiscal, monetary, trade and investment policies is for example imperative. Sometimes, policies are formulated without due consideration to their poverty effects. How economic growth can be translated into greater poverty reduction is a function of economic governance in terms of policies and designed to directly impact the marginalized in the appropriate and targeted poor places and areas in the country. NAPC must be the institution that should ensure this would happen. In 2006, the secretariat engaged Felipe Medalla, former Director General to explore this linkage. Through

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<sup>16</sup> The budget support is less than P200,000 annually per region

<sup>17</sup> Habito (2009) estimated a similar elasticity but used the human poverty index as the dependent poverty variable and found that the Philippines even had negative elasticity from 2000–2008, implying that the poverty index worsened by almost 1.0% for every 1.0% growth in GDP in the said period.

UNDP, a series of workshop was held to discuss this key element in poverty reduction. In fact, given NAPC's limitations and constraints, Dr. Medalla recommended that it should focus on monitoring the key poverty programs of national agencies and assess their impact (see more below). However, NAPC must be more proactive in integrating the poverty thrust with the overall development thrust of the country.

### ***Representation Issues of the Basic Sectors***

The creation of NAPC responds to the call for people-centered approach to development. The 14 basic sectors are given the venue to participate in poverty reduction policy-making. Furthermore, the representatives of these sectors sit face-to-face with the President and Cabinet Secretaries during the NAPC En Banc meetings, which is important for both the government and the basic sectors. In En Banc meetings, major poverty thrusts are deliberated and poverty-related social reform policies even formulated for advocacy with the legislature. Under basic sector participation and representation, one of the major issues is the question on whether NAPC basic sector representatives are genuine representatives of their sector. Though NAPC has an elaborative, participatory and inclusive selection process of sectoral representatives, broadness and inclusiveness are not always ensured. Worse, politics has marred the selection process of such representatives.

Several factors hinder representation and inclusiveness of the NAPC process. One reason is the unhealthy political dynamics among basic sector organizations, which tend to compromise broadness to protect some organizational interest and agenda. Critics contend that lobbying for appointments among the sectors and appointing key allies in the Commission make the representation of basic sectors in NAPC less credible and may be construed as political accommodation. It has been the experience in various administrations that the President selects allies as basic sector representatives. There are also limited number of organizations willing and able to engage NAPC, not to mention that there are very few organized groups in some of the sectors; thus the need for a sustained and structured consultations of the Councils not only with the organized but also the unorganized and the unaffiliated.

Another issue is the susceptibility of NAPC to political interference, thus threatening sustainability and continuity of process and efforts. The experience in the past wherein the President circumvented the process of selecting representatives and disenfranchised several civil society groups remains a possibility today e.g. the controversial AO 187. The encroachment of partisan politics in NAPC is a real threat to the anti-poverty reduction efforts of the government, regardless of who is in power as it naturally leads to discontinuity of plans, projects and programs.

### ***Meaningful and Effective Participation?***

Another issue under basic sector participation and representation is the question on whether NAPC promotes meaningful, effective and substantive participation and representation in governance. Are the basic sectors provided the required capacities and capabilities and the sufficient and sustained support and assistance to enable meaningful participation? Capacity-building is critical especially if the target representatives of NAPC are those in the marginalized section of the society. The insufficiency of logistical, technical and financial support provided to

the basic sectors is a common lament and a primary impediment for their sustained effective participation in NAPC<sup>18</sup>.

There is usually a -partnership mechanism in ensuring that operations of basic sectors are managed and funded. Some partner national agencies are able to provide the basic sectors some assistance but this is still not enough. The support provided by the Secretariat is still very limited. Furthermore, there is no budget allocated specifically for the operations of the basic sectors. NAPC has budget only for sectoral council meetings that are not even regularly conducted. In addition, there is no standard mechanism or benchmark for secretariat support for the basic sectors. Thus, it is both difficult for the sectors and their partner agencies to meet each other's expectations. The designated current partners among the basic sectors and national agencies may at the same time be reviewed and evaluated.

It is important that a creative mechanism for resource mobilization be adopted for the NAPC basic sectors. There should be a way to mobilize resources not only to address the need of the sectors but also to prevent them from becoming dependent on government such that their autonomy and independence are sacrificed.

Another crucial issue is the question on the extent of participation of the basic sectors in the crafting of the government's major strategies and programs for poverty reduction and their role in monitoring of these programs and projects.

### ***Targeting Systems: the Need for Coordination and Complementation***

Proper targeting of the poor remains a challenge for poverty reduction programs. Poor targeting is to some extent a product of unreliable, inaccurate, and untimely poverty information, especially at the local level, and partly due to poor governance in terms of program design and implementation (ADB, 2009). National surveys, often conducted at intervals of 3 years, generate relatively accurate regional and provincial poverty statistics, making it difficult to identify and validate the poorest families being targeted. Reyes (2004) and Capones (2007) find the community-based monitoring system a feasible tool for local governments in targeting and monitoring poverty. The method has already been mandated by various government agencies such as the National Economic and Development Authority, DILG, and the National Statistical Coordination Board. However, the system is relatively costly and current LGU resources may not be enough for it to be implemented nationwide.

The DSWD meanwhile is implementing a national household targeting system for poverty reduction (NHTSPR). Using a proxy means test, the projects seek to

- unify criteria for the selection of the poorest population,
- create a database of poor households as a reference in identifying beneficiaries of social protection programs, and
- reduce leakage to non-poor and under-coverage or exclusion of the poor in social protection services.

This national targeting system started with the municipalities and cities in the poorest 20 provinces in the Philippines but will be able to cover all areas after the third phase (DSWD 2008). All agencies (e.g., NEDA, DSWD, DILG, NAPC, the statistical agencies) involved in

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<sup>18</sup> While the secretariat claims this is debatable, this has been a perennial complaint of various sectors. However, according to the secretariat, those sectoral councils provided funding are not able to spend the whole amount allocated to them (comments on the first draft)

poverty reduction should agree on this common targeting system and advocate having resources to sustain this effort. Given all these poverty targeting initiatives, NAPC again needs to coordinate all these efforts and take the lead as resources will be wasted if every agency will promote a certain kind of targeting system. DSWD's targeting system and the CBMS may well be complementary mechanisms to fill the information gap. NAPC Memorandum Circular 1 series of 2009 Directs all poverty programs and projects to focus on the 1 million poor beneficiaries identified by NHTSPR. NSCB Resolution 18 Series of 2009 also recognizes the NHSTPR of the DSWD as a tool to identify social protection programs and Executive Order 867 Series 2010 provides for the adoption of the NHSTPR as the mechanism to identify recipients of social protection programs nationwide.

### ***Financial and Human Resource Gaps for Poverty Reduction***

Resources for poverty reduction and attaining the MDGs will surely not be adequate in the coming years. Tight fiscal constraints have led the various administrations to substantially reduce spending on social services. However aside from the lack of resources itself, Reyes (2004) notes the ineffective utilization of resources as another reason for the poverty problem. Manasan (2007) estimates large gaps in financing the attainment of the MDG targets in 2006–2015 ranging from P623.60 billion to P800.25 billion.

But aside from the resource gap for over-all poverty reduction, there is no systematic mechanism on how resources are allocated to the various development sectors strategically involved in poverty reduction. NAPC (which is supposedly the poverty reduction manager of the government) do not have the authority to oversee or make critical recommendations over the allocation of resources for poverty reduction.

The Investment Coordinating Committee (ICC) is another venue where NAPC can ensure that ODA assistance actually fund poverty reduction-related programs. The Commission, however, is not a permanent member of the ICC; and as such, has no power to vote over crucial decisions. This is a major institutional gap that could otherwise ensure government resource allocation to areas where there is a high concentration of poor people based on existing poverty reduction targets. However, as NAPC is under the Office of the President, it may make representations through the Executive Secretary especially when key projects affecting the poverty situation will be discussed in the ICC.<sup>19</sup>

In addition to all these, the budget of NAPC itself is already low given the myriad of tasks it has to do and fulfill. For 2010, NAPC's budget for operations amounts to P47.35 million, in which P33.97 million is for overhead expenses. Estimates of the secretariat show that they still need and additional P 80 million<sup>20</sup>. While NAPC has been able to tap donor funding from UNDP and the ADB in the past few years, these are relatively few and in small amounts. Donor interest is low maybe because of the perception of organizational instability due to quick turnover of officials and staff. NAPC's limited access to additional resources also constrain their coordination, compliance and monitoring function because of their inability to provide carrots and sticks for the various agencies involved in the fight against poverty.

In terms of human resources, the NAPC has been challenged by a fast leadership and staff turnover, which have negatively affected its coordinating and monitoring roles in various years. Next to the Department of Agriculture, NAPC had the most secretaries appointed in the last few years. Nine persons were appointed Lead Convenor in a span of ten years with the two

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<sup>19</sup> Comment from Ramon Falcon, NEDA SDS

<sup>20</sup> According to the secretariat the total budget including salaries is only P79 million for 2009



to three years as the longest term for at most two of them.<sup>21</sup> In fact a result is the lack of a manual of operations to guide the various units of the secretariat in its day to day work. Because of all these factors, the secretariat has also been saddled by quick turnover among staff. The current NAPC secretariat staff structure consists of 50 plantilla positions: 1 Secretary, 2 Undersecretaries, 5 directors, 17 technical staff, and 25 administrative staff. Only 17 were filled and 33 are unfilled positions. The rationalization directive in 2005 of the Arroyo administration has prevented NAPC from filling up the plantilla positions. With only 17 regular secretariat staff, an additional 59 persons were contracted and 3 were detailed from another agency, for a total of 79. Because of quick turnovers, most of the program staff are relatively new and young with limited experience.

### ***Lack of Regional Structure and Weak Institutional Linkage with LGUs***

The NAPC relies on the presidential assistants for rural development from each region to act as focal points of the regional KALAHI convergence groups as it does not have a regional structure. It also relies on NEDA for the secretariat work in the regions<sup>22</sup>. Given the increasing role of LGUs in the implementation of national policies and in realizing the objectives set at the national level, their participation must not be discounted especially in policy initiation and monitoring.

RKCGs have identified problems that they have encountered in dealing with the LGUs, some of which are:

- that RKCGs are not supported by some LGUs; and
- that their basic sector representatives are not recognized by their respective local governments.

Because of decentralization, LGU collaboration with NAPC has become even more essential. NAPC is able to influence LGUs only through the RKCG. LGUs are, after all, on the ground and they therefore have an important role in poverty reduction. They also ensure that poverty reduction strategies and policies are converted into programs and projects. Furthermore, LGUs formulate their own Local Development Plans through their Local Development Council. With this mind, NAPC, through its Localization Unit, is expected to establish strong links with the LGUs because of their significance in poverty reduction. Without regional presence, NAPC will have difficulty providing the link with LGUs.

### ***Functional Overlaps***

NAPC's function as coordinator of poverty programs overlaps with NEDA's function as coordinator of development programs. The National Economic and Development Authority (NEDA), consistent to its mandate of managing the country's development thrust, would naturally coordinate, manage and monitor the government's program formulation as poverty reduction becomes an integral part of development. In fact, NEDA's Social Development Staff is in charge of all the social sectors in development. The mandate, roles and functions of these two institutions have not been clearly differentiated and the boundaries of their respective terrains have not been evidently marked. Both the Social Development Committee (SDC) of NEDA and NAPC (as referred to in RA 8425) are recommendatory/ advisory and coordinative

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<sup>21</sup> Teresita Deles and Domingo Panganiban were the longest serving Lead Convenors in the GMA administration; See Annex I for the list of Lead Convenors

<sup>22</sup> While this is mandated by MC 33, funding for the activities are shouldered by NAPC with its very limited budget

when it comes to policies and courses of action concerning -social development, including education, manpower, health and nutrition, population and family planning, housing, human settlements, and the delivery of other social services<sup>23</sup> and -social reform and poverty alleviation,<sup>24</sup> respectively.

NEDA and NAPC basically overlap when it comes to their oversight and policy-making functions. Their respective legal mandates show this:

NEDA	NAPC
Executive Order 230 provides that -NEDA shall primarily be responsible for <b>formulating and coordinating</b> continuing, coordinated and fully integrated social and economic policies, plans and programs. <sup>23</sup>	The Social Reform and Poverty Alleviation Act or RA 8425 provides that NAPC as the <b>coordinating</b> and advisory body for the implementation of the Social Reform Agenda (SRA) shall exercise <b>policy oversight responsibilities</b> to ensure the attainment of social reform and poverty alleviation goals and shall oversee, monitor and recommend measures to ensure the effective formulation, implementation and evaluation of policies, programs and resource allocation and management of social reform and poverty alleviation programs. <sup>24</sup>

Source: Ateneo School of Government (2006)

NAPC was the merger of three agencies involved in poverty reduction programs – the Presidential Commission to Fight Poverty, the secretariat of Social Reform Council and the Presidential Council for Countryside Development. However, there were other agencies also involved which were not included – the Presidential Commission on the Urban Poor and the Social Development Staff of NEDA.

Recognizing this institutional overlap, NAPC and NEDA agreed to enter into an agreement which clarifies their respective obligations and identifies the areas where the two are supposed to coordinate. To resolve structural redundancy, NEDA and NAPC agreed to use the SDC as a technical forum in need basis to discuss economic and poverty matters. For poverty concerns, the SDC will -recommend<sup>25</sup> to NAPC its findings and recommendations.<sup>25</sup> There was a Memorandum of Understanding between NEDA and NAPC to delineate their respective roles in poverty reduction<sup>26</sup>. NAPC and NEDA must continue to implement this agreement to avoid overlaps.

However, aside from the NEDA-SDS overlap some NAPC functions also overlap with those of the Presidential Commission on the Urban Poor, National Commission on Indigenous People, Philippine Commission on Women, National Council for Disability Affairs, National Disaster Coordinating Council and the Council for the Welfare of Children especially in terms of

<sup>23</sup> Executive Order 230: Rationalizing the National Economic and Development Authority. 22 July 1987.

<sup>24</sup> Republic Act 8425: The Social Reform and Poverty Alleviation Act. 30 June 1998.

<sup>25</sup> Interview with Mon Falcon (Social Development Staff, NEDA).

<sup>26</sup> Signed by Teresita Quintos deles for NAPC and Dante Canlas for NEDA

servicing the sectors concerned. Another important overlap is in the policy arena of microfinance. Many national agencies are already involved in this arena e.g. SEC, BSP, CDA, PCFC, especially NCC-DOF, etc. Thus, the work of NAPC in terms of microfinance policy and strategy is already redundant especially because the National Credit Council supposedly is already the -coordinatorll.

## **VI. OPPORTUNITIES AND THREATS**

### ***Opportunities***

The new mandate given to the Aquino administration is an opportunity to make things work including making poverty programs more effective in putting a dent on poverty incidence. The current administration is bent on governance reform towards poverty reduction should create the environment for more effective poverty reduction programs. President Aquino's campaign promise connects the weeding out of corruption and better governance to poverty alleviation. It is in this context that we will see political will and ample support for institutions responsible for poverty governance. NAPC, since it is the leading agency for poverty coordination, should expect some revitalization in the next few years.

There is also momentum for higher economic growth from increased investments in the next few years. GDP growth projections in the next two years range from 6-8%. This augurs well for poverty reduction in the country. The economy itself which would benefit from a positive outlook by investors on this new regime will be a prime factor for reducing poverty in the country. Poverty reduction efforts can now really be focused on the chronic poor and on identified poor areas in regions all over the country. In addition, as the economy grows, government will be able to get more resources for its social and poverty programs from tax revenues. At the same time, because of the credibility of the current administration, donor interest in funding social programs will be high. All these positive developments must be harnessed and utilized for focused interventions by government. This is why again, an efficient and effective coordinator must be in the midst of all of this.

The government's call for people's participation in the reform process will also be beneficial in tapping other key stakeholders in the fight against poverty. While the basic sectors have been traditionally engaged in the NAPC mechanism, government can also tap other key stakeholders in the fight against poverty – the private sector and the Church

### ***Risks and Threats***

However, even if there are opportunities in this new dispensation, risks and threats remain in the road towards poverty reduction. The search for peace continues and it has been established that conflict exacerbates poverty and makes it difficult for agencies to deliver services to the poorer areas. Unless, the government is successful in forging peace with the MILF and CPP-NPA-NDF, poor areas will remain inaccessible to government's efforts at poverty reduction.

There has also been some delay in the appointment of the Lead Convenor of NAPC and this has consequences in the revitalization of the bureaucracy and a successful transition. For the organization's stability, it is also important that the new Lead Convenor will be able to

commit to head NAPC for a number of years, maybe three at least. Several contractual staff members have left and again institutional memory needs to be pieced together again. A major issue the new Lead Convenor will face is whether he or she will honor the sectoral appointments made by the previous administration through the controversial AO 187.

Given the looming budget deficit of government, NAPC has to compete in accessing additional resources for its coordination and monitoring work. While new secretaries have been appointed in the various agencies involved in poverty reduction and hopefully they will be more cooperative with NAPC, the risk of continued -turfingll among agencies remains especially at sub-national levels. This is another reason for the need of a credible NAPC presence at the regional level.

There are other elements and events which NAPC will have no control in the next few years and these include the occurrence of disasters and the persistent global economic risks.

## **VII. ANALYSIS**

Why is poverty incidence still high? Various studies pinpoint many factors but what aggravated persistent poverty is bad and ineffective governance. Thus, there is a need to improve governance in the fight against poverty, and NAPC is the focus of attention in this regard. As poverty is multi-dimensional, there could be various approaches to solve it. At the same time, national agencies and their local counterparts often have their own mandates and are focused on a certain range of interventions e.g. if it the Department of Health – all types of health programs and for DEPED, all kinds of education interventions. Thus, if maximum impact must be made on poverty, several agencies must come together to coordinate their actions in a particularly focused area or sector. Another complication is that national agencies need to relate to their regional offices and at the same time, the regional offices also need to link with local governments. Thus, poverty governance becomes a complex web of interactions and relationships in implementing a multi-dimensional solution at the ground level. And because of its legal mandate, NAPC should be the institution that should take charge of all of this. NAPC was in fact created to solve the coordination problem in poverty reduction.

### **Presidential Support is Key**

Should NAPC focus on its strengths? The law itself lays the groundwork for coordination and participation - the -institutional strengths of NAPCll. However, this needs to be supported by the President in order for NAPC to be an effective coordination mechanism. The SRA and SRC experience shows that the backing of the President is a necessary ingredient to make the mechanism work. Why? The President brings the political will and the legitimacy for NAPC to fulfill its key roles of coordination, participation and monitoring. Without the President's blessing, no other agency or their Secretaries for that matter will take seriously the coordination business. NAPC needs to continuously seek for the cooperation of the other agencies even if their mandate is already clear in the law. Secondly, the President can give NAPC resources from his own budget and more importantly, access to other resources like those of other agencies or Official Development Assistance (ODA). Coordination is costly and at the same time, NAPC needs both carrots and sticks to make other agencies comply with their directives or simply cooperate. It also needs resources to be able to push convergence at the local levels. Thirdly, if the President avoids politicization of the NAPC process, then another weakness is

avoided. However, NAPC has to deal with the currently appointed sectoral representatives. In relation to this, it may also be important that a comprehensive IRR be released soon to streamline all the Administrative Orders released in the past and also to include the use of the PDF.<sup>27</sup>

Some groups suggest that NAPC should be abolished especially if there is no adequate Presidential support. However, this must again be seen from a political perspective. The basic sectors have lobbied wholeheartedly for RA 8425 and for the institutionalization of NAPC. Any attempt to abolish NAPC may be seen as anti-participation and anti-poor. Thus, it is only logical for any President to give full support to NAPC unless he or she wants to have a declining support from the basic sectors. This has been observed in previous administrations e.g. Estrada's<sup>28, 29</sup>.

### **Structures for Coordination**

The coordination work of NAPC will entail the following – mainstreaming of the poverty framework and strategy in the MTPDP (ensuring that economic growth will greatly benefit the poor), formulating key poverty reduction policies and ensuring proper targeting of major poverty programs and effecting convergence of these through its available mechanisms.

NAPC has two main structures - the Commission itself and the secretariat. The Commission's primary role should be the formulation of a poverty strategy aligned with the MTPDP and key poverty related and social reform policies in support of such a strategy. This is most appropriate as the key agencies are already represented in the Commission. However, it will be good if representatives from the following institutions can attend the meetings:

- 1) Congress or Legislative Liaison Office (for coordination in the passage of important bills)
- 2) The Department of Public Works and Highways (most of the poverty areas need infrastructure to be accessed by agencies delivering basic services)
- 3) The Armed Forces of the Philippines (many of the poverty stricken areas are also conflict-related)

The national secretariat must have the capacity to assist the commission in terms of coordinating the crafting of the national poverty strategy and related policies. As will be seen below it should also be able to assist the basic sectors in effectively engaging government in the policy process.

The structure to effect convergence at the ground is already existent e.g. the Regional Kalahi Convergence Group. The regional level structure typically mirrors the national structure. However, the chair of this structure is the Presidential Adviser for Political Affairs and Rural Development. There are pros and cons of having these political appointees chair these regional

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<sup>27</sup> In 2005, NAPC commissioned a consultant to formulate a comprehensive IRR. Various AOs have been released, AO 21, 21 revised, 187 and MC 33 in the last ten years.

<sup>28</sup> If the NAPC is to perform this function at all, then it has to be given the power to be able to make the different agencies follow its lead. As things stand now, the NAPC is unable to do this given that it lacks the technical, financial, and human resources that the departments boast of. Therefore, without President Estrada's active intervention, the NAPC will not be able to coordinate the anti-poverty efforts of the government and each department will go about doing its own thing (Bennagen, undated)

<sup>29</sup> The more recent SWS surveys show how the previous administration was seen negatively by the poorer sectors of society

structures. On the one hand they have easy access to the President but at the same time, many are only concerned with political issues and constituency building. An alternative maybe is just to elect a chair among the representatives of member agencies especially from those implementing major poverty programs. A lean and mean NAPC secretariat will also be needed to facilitate coordination among agencies at the regional level. This secretariat can be based in the NEDA regional office for easy coordination with the Regional Development Council (see recommendations below). It should also be necessary to have ample resources to replicate convergence models in more areas of the country. The region itself should have access to resources for convergence activities in the poverty stricken areas. This has been done during the term of President Fidel Ramos.

### **Structures for Participation**

The participatory nature of NAPC must also be fully optimized i.e. basic sector participation. What makes participation problematic is the intrusion of politics in the selection process. The process of selection should be engineered to avoid such in the future. Enhancing participation would also require building capacity of the sectors to engage government in policy making, program formulation and feedback giving. There were already many examples of how participation worked for the benefit of the sectors and for fine tuning poverty programs through participatory monitoring and evaluation.

Should the membership of the basic sectors in the Commission be reduced or expanded. There are suggestions that some of the sectors now are not marginalized and can easily fend for themselves. However, it may not politically feasible to exclude these sectors in the future as they have already been mainstreamed in the process. What is more important is to watch out for the emergence of new -marginalizedll sectors which are not currently represented.

### **Focused NAPC Roles**

From the various discussions above, NAPC must focus its roles - coordination in terms of poverty strategy and related policy formulation, enhancing basic sector participation, monitoring major key poverty programs and ensuring convergence in their implementation. In terms of NAPC's monitoring role, Medalla (2007) recommends that the NAPC should focus its monitoring and coordination activities on government agencies that serve the poor the most (Department of Agrarian Reform, Department of Education, Department of Health, National Housing Authority, and the Department of Social Welfare and Development) and on major poverty-related projects and programs. The objective of these monitoring and documentation efforts is not only to determine whether these projects and programs are effective, but also to identify which ones should be scaled up and get bigger budgetary allocations in the future. As NAPC has a lean secretariat, what it can do is to create a network of monitors and evaluators from academe and the private sector which it can tap to this role. Of course, it will need resources for this and hopefully donors will be interested in this initiative. One caveat for NAPC is to fall into the temptation of directly implementing projects at the local levels. This would be time intensive and divert NAPC in its role in the -bigger picture of poverty reduction. The SRA initiatives during Ramos administration and the Katipunan Kontra Kahirapan of the Estrada administration strategy focused on getting national agencies to converge at local level projects and avoided specific projects at the community level.<sup>30</sup> The Arroyo administration on the other hand, initiated project prototypes at the local levels. The consequence of this is a lean

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<sup>30</sup> This was mentioned by both Emmanuel Buendia and Donna Gasgonia

secretariat. Donna Gasgonia, former Vice Chairperson of NAPC in an interview in 2000 says it succinctly, –The commission should have a small but very efficient secretariat because implementation will be done by the departments, not the NAPCII.

### **A Brighter Future for Poverty Reduction?**

The new mandate given to the Aquino administration is an opportunity to initiate reforms including making programs more effective in putting a dent on poverty incidence. The economy itself will benefit from a positive outlook by investors on this new regime. Increased investments leading to job generation will be a prime factor for reducing poverty in the country. Poverty reduction efforts can now be focused on the chronic poor<sup>31</sup> and on identified poor areas in regions all over the country. In addition, as the economy grows, government will be able to get more resources for its social and poverty programs from tax revenues. At the same time, because of the credibility of the current administration, donor interest in funding social programs will be high. In fact, the US has already approved a large grant of US\$ 434 million from its Millennium Challenge Corporation, most of which will go to poverty programs. All these positive developments must be harnessed and utilized for focused interventions by government. This is why an efficient and effective coordinator must be in the midst of all of these.

Some of the risks mentioned however, are out of NAPC's control (i.e. conflict or disasters) but it could assist other agencies (OPAPP or NDCC) in trying to manage the aforementioned risks. For the other risks like the competition for resources or -turfingll, an enhanced NAPC secretariat with full support from the President will be able to mitigate such risks e.g. the creation of a resource mobilization unit. However, the President must soon appoint a Lead Convenor who will be in charge of the difficult task of institutional strengthening. It is for this reason that it is highly recommended that the Lead Convenor commit to a minimum number of years of service and that he or she be supported by career professionals in the leadership positions. Institutional strengthening would require reforms and changes in the organizational structure (including regional presence) and recruitment of people into the plantilla positions (see recommendations below).

## **VIII. KEY RECOMMENDATIONS**

### **1. Clearly identify the focus areas of NAPC**

NAPC should concentrate on the following roles and activities:

- a) Coordination –ability to lead in strategizing, focusing and targeting; in the inventory key poverty related policies and programs, to streamline them (eradicating duplications in terms of programs), to consolidate and integrate them (in cases of policies and directives) and to direct (and converge) them to proper targets (geographical areas for programs; sectors for policies and need to coordinate various targeting systems)
- b) Monitoring – ability to monitor and evaluate key poverty programs and policies and decide whether to continue (or stop), modify (redesign) and expand
- c) Enhancing participation – further strengthen the participation of the basic sectors and Local Government Units in the fight against poverty – ability to ascertain key needs of the basic sectors & LGUs and to match them with actual and potential programs and policies of key national agencies

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<sup>31</sup> Inter-generational poor; households which continue to be poor for many years

## **2. Enhance NAPC's mandate by structural changes:**

NAPC must undergo changes in its structure to effectively play its roles:

- a) It must be provided with an effective structure or mechanism at both the national and regional level which is able to reach LGUs
- b) Its process of selection of basic sector representatives must be reviewed again to promote inclusiveness and avoid politicization and fragmentation
- c) Its units must be strengthened especially the monitoring and the coordination units (for the basic sector and LGUs); a resources mobilization unit can also be organized (the microfinance unit can be reorganized to play the role of this unit); secretariat suggestions on workable mechanisms like the Technical action officers (TAO), Technical Working Groups (TWGs) must be heeded
- d) A mean regional structure should be created which maybe embedded in NEDA to act as secretariat of RKCG and facilitate convergence efforts in the region
- e) It must rationalize the overlaps with other agencies e.g. NEDA, PCUP, PCW (formerly) NCRFW, etc. through clarification and delineation of roles vis-à-vis sectors
- f) All these structural changes can be incorporated in an integrated Implementing Rules and Regulation (IRR) – see Appendix I for a detailed discussion.

## **3. Provide organizational stability to NAPC**

The NAPC bureaucracy must be revitalized by :

- a) The appointment of a Lead Convenor immediately who will commit to serve for at least four years
- b) The appointment of undersecretaries who are career professionals or highly competent individuals from the private sector who will at least commit to stay for one political term i.e. 6 years
- c) The recruitment of capable individuals to fill the vacant plantilla positions in the key functions of NAPC – coordination and monitoring

## **4. Increased budget and access to resources**

NAPC needs more resources to effectively play its role:

- a) Increase budget of the agency itself with the President's explicit orders or through the augmentation of its funds from the budget of the Office of the President
- b) Increase -access or authorityll of NAPC to the resources of agencies implementing poverty programs
- c) Increase the resources available for the PDTF and make the PDTF more flexible in terms of capacity building for the basic sectors and not limited to microfinance organizations only; the resource mobilization unit may take charge of this effort
- d) Increase NAPC's access to official development assistance by organizing a -poverty-related program donors forumll
- e) Increase NAPC's capacity to mobilize resources from the private and civil society sectors

## **5. Enhance its coordinating and monitoring role**

NAPC can improve its coordinating and monitoring role by:

- a) having the full support and commitment of the President to back up its authority of coordinating and monitoring agencies involved in poverty reduction



- b) having funds to allocate for good performing national agencies, regional convergence groups and LGUs or the authority to recommend increased budgets for such; also adequate resources available for the effective participation of sectors given an agreed standard mechanism or benchmark of support given by their partner agencies
- c) having the authority to recommend sanction for agencies by -halting or suspendingll unsuccessful or inefficient programs
- d) creating and tapping a network of monitors and evaluators from academe and the private sector to review and assess major poverty programs and/or development projects with high poverty impact
- e) having full access to information to be provided by agencies it coordinates and monitors

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National Credit Council website

<http://www.dof.gov.ph/nccsite/ncc.asp>

### **List of Persons Interviewed and Agencies Represented in Focus Group Discussions**

#### **I. NAPC Secretariat and NEDA**

1. Domingo F. Panganiban, Secretary and Lead Convenor
2. Catherine Mae C. Santos, Undersecretary
3. Sem H. Cordial, OIC-Director, and the Staff (except one) of Basic Sector Unit (BSU)
4. Agnes Catherine T. Miranda, Director, and Staff of the Director, Macro-Policy Unit (MPU)
5. Roberto G. Villa, OIC-Director, and Staff of Localization Unit (LU),
6. Florante A. Rosal, Jr., OIC-Director, and one (1) staff from Micro-Finance Unit (MFU)

#### **II. Regional KALAHI Convergence Groups (RCKGs) Focus Group Discussions**

Region VIII, Eastern Visayas RKCG focus group discussion:

1. Presidential Assistant/Assistant Secretary Cynthia R. Nierras
2. Mayor Mario L. Quijano, Municipality of Pinabacdao
3. Mr. Niceforo Liberato, Leyte Mayor's League
4. Col. Alexander Cabales and Lt. Col. Federico Tutaan, 8th Infantry Division, Philippine Army
5. Lt. Col. Krestofel Kiamco and Lt. Col. Rizalito A Tibeg, 53rd Engineering Brigade, Philippine Army
6. Mary Getalado and Mrs. Belen Hipe, DepEd
7. Catalina V. ronda, MD, DOH
8. Mrs. Flor Geonzon, DOLE
9. Engr. Galapon, DPWH
10. Dir. Leticia T. Corillo, DSWD
11. Dr. Juanito de la Cruz, NAPC Sr. Citizen Representative
12. Brgy. Captain Rosita U. Romero and Ms. Evangeline G. Alcayde, Brgy. Washington, Catarman, Northern Samar
13. Staff of the Office of the Presidential Assistant for Eastern Visayas

Persons Interviewed:

1. Atty. Beunaventura C. Go-Soco, Jr., Director, NEDA VIII
2. Leticia T. Corillo, Director, DSWD VIII
3. Presidential Assistant/Asst. Secretary Cynthia R. Nierras, Chair, RKCG VIII

Region II, Cagayan Valley RKCG focus group discussion

1. Arnel B. Garcia, Regional Director, DSWD Region II
2. Marivic T. vista, MSWDO, LGU-Sta. Teresita,
3. Salvador D. Lagumbay, VOC
4. Marina D. Tagacay, DPWH
5. Neives S. Andres, RFU, Dept. of Agriculture
6. Melita C. Cabiente, LGOO V, DILG
7. Lita D. Tabudlo, PSWDO, N.U.
8. Visitacion D. Adaron, STDS, NEDA
9. Pastor Hermogenes Andrade, NAPC-WISC
10. Oliver Francisco, LGU Cagayan
11. Staff from NEDA Region II

Persons Interviewed:

1. RD Milagros A. Rimando, NEDA Regional Director
2. Arnel B. Garcia, Regional Director, DSWD Region II
3. Pastor Hermogenes Andrade, NAPC-WISC

Region X, Northern Mindanao RKCG focus group discussion

1. Cynthia Rosales, PCUP
2. Adeladia S. Mabaylang, Group Inc.
3. Fe L. Pagutangan, Basic Sector rep, former council representative
4. Enrique Ampo, HACId Oro / CAFEDPA
5. Beryl Lorraine Go, DOH-CHD
6. Carmencita M. Lublguban, DOH-CHD
7. Lourdes N. Pagaduan, DILG-R10
8. Emmanuel Toledo, DOLE
9. Representative from DBM

Caraga RKCG focus group discussion

1. DPWH regional office representative
2. DSWD representative
3. DOH representative
4. PCSO representative
5. DILG representative
6. NEDA representative
7. DAR representative
8. Provincial SWD representative

Persons Interviewed:

1. Director Mercedita P. Jabagat, DSWD Caraga
2. Director Carmencita S. Cochingco, NEDA Caraga

Calabarzon Region IV-A RKCG

- a. DSWD representative
- b. DOLE representative
- c. PCSO representative
- d. DILG representative
- e. NEDA representative
- f. Informal Sector and NG representative
- g. Provincial SWD representative

**III. Former Officials, Sector representatives**

1. Veronica Villavicencio, Former NAPC Secretary and Lead Convenor
2. Erlinda Capones, Director, NEDA-SDS
3. Donna Gasgonia, former Vice Chairperson for Government, NAPC;  
former Chairperson, Presidential Commission on the Urban Poor
4. Imelda Nicolas, former NAPC Lead Convenor
5. Ernesto Garilao, former Secretary, Department of Agrarian reform, SRC Convenor
6. Emmanuel Buendia, former Undersecretary, Social reform Council
7. Elizabeth Yang, Former NAPC Women Sector Representative
8. Joy Acheron, Former member, Youth Sectoral Council
9. Ramon Falcon, NEDA-SDS

**Annex A**  
**National Anti-Poverty Commission (NAPC)**  
**Review and Assessment of the Implementation of RA 8425**  
**Suggested Revisions in the Implementing Rules and Regulations**  
**(IRR)**

***I. The RA 8425 Implementing Rules and Regulations (IRRs)***

As highlighted in the assessment study, RA 8425 has institutionalized basic sector participation at the highest level of policy making and provides the mechanism for coordination and monitoring of the various poverty programs and social reform initiatives of government. *As such, we recommend no amendments to the law. However, it needs a comprehensive Implementing Rules and Regulations (IRR) to revitalize the National Anti-Poverty Commission (NAPC)*<sup>32</sup>. Several implementing rules and regulations have been issued relating to the Social Reform and Poverty Alleviation Act, to wit: Administrative Order (A.O.) No. 11 series of 1998, A.O. No. 36 series of 1998, an unnumbered Implementing Rules and Regulations (IRR) signed on December 23, 1998, and A.O. 21, superseding previous issuances which served the Arroyo Administration from 2001 to 2007, until a two-page A.O. 187 was issued on July 30, 2007. Among these issuances, A.O. 21 stands out as the most articulated and consistent with the intent and content of RA 8425. The others, such as the recent and controversial two-page A.O. 187 (coupled with Memorandum Circular 22) gives government greater intervention in the selection process of basic sector representatives and in changing guidelines in the formation of sectoral councils, the nomination process, recall procedures and such other mechanisms.

Although consistent with the intent and letter of RA 8425, AO 21 is not complete because it does not cover the implementation of the Peoples Development Trust Fund (PDTF) including that of the implementation mechanisms of convergence programs in the regions covered by MC 33 of the KALAH I projects. RA 8425 therefore, as far as its IRRs is concerned, is ‘segregated’ into AO 21, MC 33 (KALAH I convergence), and EO 110 (PDTF). EO 110 designated the People’s Credit and Finance Corporation (PCFC) as the administrator of the PDTF and the NAPC was named as the oversight agency in-charge of monitoring the fund utilization.

This study, having reviewed implementation of RA 8425, endorses the KALAH I strategy as a feasible poverty reduction framework on convergence of local poverty interventions to maximize impact on beneficiaries. MC 33, otherwise known as the institutionalization of the KALAH I as the government’s program for poverty reduction, has a 10-page document as implementing guideline.

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<sup>32</sup> We also acknowledge the difficulty of amending the law as it is a time consuming and costly process

NAPC is a 12-year old government institution, but NAPC's processes, especially the selection and nomination of sectoral representatives have been vulnerable to political interventions. It has not fully institutionalized processes that are shielded from such political pressures and interventions. The Office of the President (OP) of which the NAPC is attached, the NAPC secretariat, the Basic Sector Council representatives, and the civil society organizations have to agree to an integrated IRR enriched from previous positive experiences and commit to respect internal processes and mechanisms agreed upon by both the government and civil society sides of the NAPC. This study recommends that AO 21 and MC 33 be integrated into one. Further, it is recommended that the controversial AO 187 be superseded by this new Administrative Order integrating AO 21 and MC 33. AO 187 provided for required accreditation of basic sector organizations under the Office of the President and the power of the latter to revoke appointments of the sector's representatives undermining the autonomy of such organizations, a cherished principle of RA 8425. However, an important contribution of AO 187 is the need to ensure some Basic Sector Representation to emanate from the regions and that assistance from regional government agencies in such endeavor must be welcomed. These should be considered in the proposed integrated Administrative Order.

## ***II. The Integration of AO 21 and MC 33***

AO 21 is incomplete as an IRR because it does not have specific guidelines in implementing RA 8425 in the regions. The gap of regional operations of NAPC is provided by MC 33 (expanded to the governing guidelines), a convergence strategy for local poverty reduction. The following are recommended integration points:

1. The formalization of RKCGs as the regional expression and governing implementation arm of anti-poverty programs and projects of the government and the NAPC. The Chair shall be elected by the composition of RKCG. Further, the designation of at least 2-3 regional NAPC staff assigned in the regions to act as secretariat of the RKCGs. The staff should be housed at the NEDA regional offices for close and effective coordination with the Regional Development Council (RDC) of NEDA.
2. The selection, nomination, election, and formal appointment process of Basic Sector Representatives as specified by AO 21 must be fully respected. Weak representation and participation is the price paid for by an unorganized and/or fragmented sector, but the government can help by providing continued support in strengthening the organizational capacities of the sectors. It is not helpful for government to intervene and to ensure that only allies of the incumbent administration are appointed as basic sector representatives. From experience, this would eventually lead to weakened representation and participation of the basic sectors. This has also led some respected and prominent civil society and basic sector organizations to disengage from the NAPC. While weak representation and participation of the basic sectors may be lamentable, they are not a sufficient condition for NAPC to abdicate its mandate of

poverty coordination and monitoring. The study observes that a participation mechanism that is not working properly from the basic sectors side may indeed affect the quality of NAPC's coordination, implementation and monitoring of anti-poverty programs. However, it does not preclude the widening of scope, depth of reach and positive impact of successful government programs against poverty. Of course, a more effective participation of the basic sectors can further refine and mainstream these programs

3. The formalization of NKCG (National Kalahi Convergence Group) composed of focal persons (Undersecretary and Assistant Secretaries and the Basic Sector Representatives) as a secondary policy body to the NAPC En Banc. This means, the NKCG meets prior to the meeting of the NAPC En Banc. The Agenda of the next NAPC En Banc is determined and agreed upon in the NKCG. The NCKG is chaired by the NAPC Secretary and Lead Convenor.
4. Creation in the NAPC Secretariat of a Monitoring and Evaluation Unit (MEU) for Anti-Poverty Programs and Projects in charge of monitoring and evaluating government programs' impact to poverty alleviation and reduction. Based on these evaluations, the NAPC secretariat can recommend actions to be taken on failed or successful poverty programs. The NAPC En Banc shall recognize and declare official NAPC's evaluation reports and findings of programs and projects', and make these reports available to the public by uploading them in the NAPC website. It could also act on the recommendations made by the unit. Reviews and evaluation maybe conducted by commissioned entities of the MEU.

### ***III. The PDTF, Resource Mobilization and Further Integration of EO 110 to AO 21 and MC 33***

1. The study sees also the need to integrate EO 110 to the AO 21 and MC 33 as one IRR for RA 8425. The study also would like to expand the coverage and beneficiaries of the PDTF capacity building fund to include organizations and institutions of the basic sectors and not only to microfinance related organizations which is spelled out in EO 110.
2. The Microfinance Unit of NAPC Secretariat should also be expanded to the function as a Resource Mobilization Unit in terms of accessing and/or facilitating funding for local poverty convergence programs governed and guided by RKCGs in the regions. These are already exemplified by joint Memorandum Circulars between NAPC and the DBM in the guidelines for allotment and release of funds for KALAH I convergence projects. This unit will need to be able to tap resources available not only in the budget of national agencies but also funding from other stakeholders like NGOs and the private sector.



#### ***IV. Creation of a Drafting Committee for Integration of AO 21, MC 33 and EO 110***

AO 21, MC 33 and EO 110 have wide-ranging scope and depth of specifications in the implementing rules and regulations of RA 8425. The NAPC Lead Convenor shall constitute a drafting committee for the new IRR. A starting point could be a draft IRR commissioned by NAPC to Atty. Evelyn Dunuan in 2005. The new draft shall then undergo consultations for review and final drafting for the NAPC En Banc to recommend to the President, the Chair of NAPC for approval and official issuance

## **Annex B**

### **The People's Development Trust Fund<sup>33</sup>**

The People's Development Trust Fund (PDTF), created under the Social Reform and Poverty Alleviation Act (Republic Act No. 8425), was established primarily for development and strengthening of institutions involved in providing microfinance services to the poor, in extending necessary support services and in pursuing social and financial preparation for the marginalized sectors of society.

Development grants for capacity-building of microfinance institutions and beneficiaries shall be funded out of the earnings or income of the PDTF. The Corpus of the PDTF is the amount allotted by the RA 8425 in the total amount of Four Billion and Five Hundred Million Pesos (Php 4,500,000,000) over a span of ten years, but remains to be adequately funded with only Php 100 million in trust at present. The disbursable portion shall consist primarily of the earnings of the PDTF and may include additional amounts expressly donated, contributed or granted by local or foreign sources.

The People's Credit and Finance Corporation (PCFC) has been the designated administrator of the PDTF with NAPC to perform monitoring function over the utilization of the Fund. A PDTF Secretariat was formed within PCFC to perform administrative functions for PDTF operations. A PDTF Executive Committee has been created which is composed of NAPC Lead Convenor, PCFC President/CEO, Members of the PCFC Executive Committee and One representative from the Department of Finance who sits in the PCFC Board.

#### **The following are the eligible grantees of the PDTF:**

- Non-Bank Microfinance Institutions (NGOs, Coops and POs)
- Special Sector Organizations (NGOs, Coops and POs) about to start providing microfinance services to unserved and hard to reach areas
- Local Government Units
- Other possible grantees (e.g. bank MFIs) upon evaluation and approval of PDTF ExCom which have poverty reduction as a primary objective in their microfinance endeavors
- Service Providers/Promoters for Microfinance and Microenterprise Development

#### **The following are the eligible purposes of the PDTF income:**

- Consultancy and training services for MFIs on the establishment of necessary support services, social and financial preparation of beneficiaries, preparation of plans and programs including fund sourcing and assistance, establishment of credit and savings monitoring and evaluation mechanisms;
- Scholarships or training grants for microfinance staff/officers and selected beneficiaries;
- Community organizing for microfinance, livelihood and micro enterprise training services;
- Livelihood/ micro enterprise project/ program feasibility studies and researches;

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<sup>33</sup> From a PDTF slide presentation

- Savings mobilization and incentive programs, micro insurance and other similar facilities;
- Information and communication systems such as baseline surveys, development monitoring systems, socio-economic mapping surveys, organizational assessments and other similar activities;
- Legal and other management support services such as registration, documentation, contract review and enforcement, financial audit and operational assessment;
- Information dissemination of microfinance technology and micro enterprise development; and
- Other activities to support microfinance and livelihood/ micro enterprise development.

### Annex C: PDTF Approved Project Proposals

<b>Proponent</b>	<b>Project Area</b>	<b>Amount</b>
KFI Center for Community Development Foundation	Western Mindanao and ARMM	P224 T
Lakambini Microenterprise Development Center	Antipolo, Rizal	P300 T
Samar Center for Rural Education and Development, Inc.	Catarman, Northern Samar	P295 T
Cooperative Bank of Palawan	Palawan	P500 T
Hometown Corporation	Santiago City, Isabela	P500 T
Rural Bank of Guinobatan	Albay, Sorsogon	P494 T
Agricultural and Rural Development for Catanduanes	Bicol Region	P500 T
Peoples Bank of Caraga	Agusan del Sur	P500 T
Kasagana-Ka Development Center	Metro Manila, Bulacan, Rizal	P500 T
Pag-Inupdanay	Negros Occidental	P418 T
Surigao Economic Development Foundation	Surigao	P490 T
Alalay sa Kaunlaran	Cagayan Valley and Nueva Viscaya	P490 T
Negros Women for Tomorrow Foundation	Negros Occidental	P500 T
Saklaw Foundation	Oriental Mindoro	P334 T
Uswag Dev't. Foundation	Aklan	P378 T
Central Luzon Assn. of Microfinance Institutions	Central Luzon	P485 T
LGU-Basey, Samar	Samar	P487 T
LGU Daram	Samar	P500 T

## **Annex D: Commission Members**

### **Heads of the following government bodies:**

Department of Agrarian Reform (DAR);

Department of Agriculture (DA);

Department of Labor and Employment (DOLE),

Department of Budget and Management (DBM);

Department of Social Welfare and Development (DSWD);

Department of Health (DOH);

Department of Education (DEPED);

Department of the Interior and Local Government (DILG);

Department of Environment and Natural Resources (DENR);

Department of Finance (DOF);

Department of Trade and Industry

National Economic and Development Authority (NEDA);

People's Credit and Finance Corporation (PCFC)

Presidential Commission on Urban Poor (PCUP)

Cooperative Development Authority (CDA)

National Disaster Coordinating Council (NDCC)

Office of the Presidential Adviser on the Peace Process (OPAPP)

Commission on Filipinos Overseas (CFO)

Commission on Higher Education (CHED)

Cooperative development Authority (CDA)

Technical and Educational Skills and Development Authority (TESDA)

Housing and Urban Development Coordinating Council (HUDCC)

Philippine Commission on Women (PCW)

National Youth Commission (NYC)

Council for the Welfare of Children (CWC)

**Presidents of the Leagues of Local Government Units:**

League of Provinces;

League of Cities;

League of Municipalities;

Liga ng mga Barangay

**Annex E**  
**Current Basic Sector Representatives**

<b>Florencia P. Cabatingan</b>	Women	NCR
<b>Rafael E. Mapalo</b>	Formal Sector and Migrant Workers	NCR
<b>Mary Anne R. Abad</b>	Workers in the Informal Sector	I
<b>Linda Gaddi-David</b>	Senior Citizens	III
<b>RJ Mar E. Casama</b>	Youth and Students	VI
<b>Reynaldo D. Busalla</b>	Victims of Disasters and Calamities	VII
<b>Carmelito C. Canoy, Sr.</b>	Farmers and Landless Rural Workers	VII
<b>Erlinda A. Beduya</b>	Urban Poor	VII
<b>Jose R. Mosquite</b>	Cooperatives	VIII
<b>Sanny V. Bautista</b>	Non-Government Organizations	VIII
<b>Albert P. Yruma</b>	Persons with Disabilities	VIII
<b>Ginalyn D. Luaton</b>	Artisanal Fisherfolk	VIII
<b>Al-Fahad E. Jadjuli</b>	Children	ARMM
<b>Arsenio M. Humiding</b>	Indigenous Peoples	CAR

## Annex F

### **NAPC's Achievements and Contributions in terms of Specific Principles and Functions<sup>34</sup>**

NAPC's contributions can be measured according to how far it has implemented and carried the guiding principles and the practice and exercise of its powers as promulgated and vested by RA 8425. The law assumes that through the guiding principles, powers and functions vested on the NAPC, social reform can be implemented and poverty reduced. This will be the ultimate measure of the law's intent and impact. The following below is NAPC's contributions and achievements as enumerated under specific principles and functions listed:

***Principle 1: Incorporation of the Social Reform Agenda into the formulation of development plans at the national, regional, sub regional and local levels;***

***Principle 4: Exercise of policy oversight responsibilities to ensure the attainment of social reform and poverty alleviation goals***

***Function 1: Coordinate with different national and local government agencies and the private sector to assure full implementation of all social reform and poverty alleviation programs;***

- Adoption of the government's poverty reduction strategy in the MTPDP 2001-2004. NAPC wrote the chapter on Social Protection.
- November 2002 Memorandum Circular No. 33 formally institutionalizing KALAH I as governments program for poverty reduction. MC 33 laid down the mechanisms and structures for convergent implementation from the national, regional and local levels. September 2003, Lead NAPC Convenor approves the IRR of MC No. 33.
- In 2003, to facilitate KALAH I implementation, convergence mechanisms are established at the national and regional levels known as National/Regional KALAH I Convergence Groups (NKCG/RKCG). The RKCGs are regional bodies created under the RDC in all regions except in ARMM. 2005, NAPC secretariat provides technical and administrative assistance in strengthening the 17 RKCGs through assessment workshops, cluster meetings, seminars, and provision of mobilization funds for its operations.
- 2006, NAPC secretariat sets macroeconomic benchmarks for poverty reduction, planning, and performance monitoring and conducts an inventory of pro-poor bills for advocacy purposes under the UNDP-Strengthening Institutional Mechanisms for the Convergence of Poverty Alleviation Efforts Phase 3 project.
- 2008, NAPC Secretary Panganiban revitalizes and strengthens the RKCGs in consolidating efforts in winning the war against poverty in the countryside. He convenes the Presidential Assistants and the NEDA Regional Directors to chart the direction in attaining the 2008 objectives. Following the Lead Convenor's instructions, the RKCGs convened to draft the annual operations plans.

***Principle 2: Efficiency in the implementation of the anti-poverty programs by strengthening and/or streamlining present poverty alleviation processes and mechanisms, and reducing the duplication of functions and activities among various government agencies;***

***Principle 3: Coordination and synchronization of social reform and poverty alleviation programs of national government agencies;***

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<sup>34</sup> Achievements mostly came from the NAPC Report



***Function 3: Recommend policy and other measures to ensure the responsive implementation of the commitments under the SRA***

***Function 5: Oversee, monitor and recommend measures to ensure the effective formulation, implementation and evaluation of policies, programs and resource allocation and management of social reform and poverty alleviation programs***

- 2003, the designation of Technical Action Officers (TAOs) of the flagship agencies was revived. The primary role of the director-level TAOs is to push the SRA in their national and regional offices. Parallel to this, the NAPC formed the a Technical Working Group composed of undersecretaries of 52 government agencies whose function is to fast track policy decisions related to social reform and sectors' agenda. TWG decisions were handed down for implementation to their respective agencies.
- 2004, through the UNDP grant the NAPC develops an operational framework for the implementation of anti-poverty programs (APPs) as well as the assessment of existing programs through a prototype anti-poverty program monitoring database -Enhanced-Integrated Monitoring System for Anti-Poverty Projects (E-IMSAPP). The system aims to capture input, output, process and outcome information on all APPs being implemented by national government agencies.
- 2005, through same UNDP support, the NAPC develops an Enhance Poverty Reduction Strategy for 2005-2010 and a corresponding Plan of Action for Poverty Reduction (PAPR) taking off from the previous PRS – KALAHl, the 2004-2010 MTPDP and the MDGs.
- 2005, NAPC secretariat facilitates and monitors the delivery of agencies' commitments in the identified areas of Mindanao Natin Rehabilitation and Development project and ensures the prioritization and delivery of services and development projects to conflict affected areas through active participation in the Joint Enforcement and Monitoring Committee under the Peace Process Program.
- 2006, under the President's Social Fund, the NAPC secretariat oversees the completion of 269 KALAHl prototype projects in poor communities throughout the country ranging from installation of safe waters systems, construction of day care centers, health centers and flood control systems, barangay electrification projects, farm-to-market roads, footbridges, and low-cost housing assistance.
- As the primary oversight agency of the President's Priority Program on Water (P3W), NAPC with its Water and Sanitation Coordination Office oversees the implementation of 1,354 water system projects in 1,103 previously waterless barangays across the archipelago with a cumulative total of Php 1 Billion.

***Principle 5: Strengthening of local government units to more effectively operationalize the SRA in local development efforts***

***Function 2: Coordinate with local government units in the formulation of social reform and poverty alleviation programs for their respective areas in conformity with the National Anti-Poverty Action Agenda;***

- 2001, the DILG issued MC No. 2001-109 enjoining all local executives to identify initial areas for action in the implementation of local programs on poverty reduction and local economic transformation.
- 2003, DILG issued the policy guidelines for the adoption of the Core Local Poverty Indicators System (CLPIMS) by all LGUs at the barangay, municipal, city, and provincial levels.

- 2005, at the local level, NAPC spearheads nationwide adoption of the CLPIMS which consists of 14 income and non-income poverty indicators to be collected at the barangay and municipal levels and advocates Local Poverty Reduction Action Planning (LPRAP) process that utilizes the CLPIMS.
- 2005, NAPC secretariat extends assistance to the LGUs through the Provincial Poverty Reduction Action Officers and special bodies in various anti-poverty efforts: national and regional mining for a, creative economy, food for school program, provincial convergence, reforestation, President's priority program on water, etc.
- 2006, NAPC with UNDP support embarks on nationwide endeavor to use the Community-Based Monitoring Survey (CBMS) by LGUs with the Angelo King Institute-CBMS, NAPC implemented CBMS in four priority provinces and extends assistance as well to other provinces.

***Principle 6: Institutionalization of basic sectoral and NGO participation in effective planning, decision-making, implementation, monitoring and evaluation of the SRA at all levels***

***Function 4: Ensure meaningful representation and active participation of the basic sectors***

- 2001, Executive Secretary Alberto Romulo signs administrative order No. 21 -Revised Implementing Rules and Regulations (IRR) governing RA 8425
- 2001, institutionalization of the basic sectors in NAPC began with the creation of the preparatory committee in each sector. The 14 basic sectors' agenda for three years was drafted.
- 2002, maiden National Sectoral Assemblies (NSA) of the 14 basic sectors under the PGMA Administration were conducted with the assistance of the civil society and government agencies. The selection process the sectoral council members and the sectoral representatives was a long, democratic, and unpoliticized process done by the basic sectors themselves.
- 2002, the DILG issued MC No. 2002-169 -introducing the NAPC Basic Sectors representatives and council member and ensuring their participation in local governance.
- 2002, strategic planning workshop of the 14 basic sectors was conducted and recommendations were integrated into the KALAHl programs.
- 2002, 14 basic sector representatives took their oath of office before PGMA.
- 2003, Formal labor and migrant sector representative appointed to the Small and Medium Enterprise Development Council.
- 2004, NAPC secretariat focuses its mandate in ensuring the active participation of the basic sectors in the government poverty alleviation efforts. It oversees and facilitates the conduct of Quarterly Sectoral Council Meetings of the 14 basic sectors, formation of working committees, sectoral assemblies, development of sectoral agenda, and participation in the NAPC En Banc meetings and in the RKCGs.
- 2004, NAPC commences capacity-building activities to the basic sectors including orientation on the bureaucracy, and seminars on effective leadership.
- 2005, provides support to the basic sectors through the conduct of workshops in formulation of priority agenda. Likewise NAPC facilitates the conduct of national training-workshops on the executive and legislative advocacy and organizational strengthening.
- 2006, conducted sectoral workshop on Microeconomics of Poverty Reduction
- 2008, NAPC secretariat conducts the Basic Sectors Summit gathering sectoral experiences and renewing commitment to pursue the implementation of cross-sectoral policy and program agenda.

***Principle 7: Ensuring adequate, efficient and prompt delivery of basic services to the poor***

***Function 6: Advocate for the mobilization of funds by the national and local governments to finance social reform and poverty alleviation programs and capability building activities of people's organizations;***

***Function 7: Provide financial and non-financial incentives to local government units with counterpart resources for the implementation of social reform and poverty alleviation programs***

- 1999, President Estrada launches -Lingap Para sa Mahihirapll Program with the identification of 100 poorest families in every province, town and city nationwide.
- 2001, implementation of RA 7696 an Act amending certain provisions of RA 6948 otherwise known as an -Act Standardizing and Upgrading the Benefits for Military Veterans and their Dependentsll
- 2002, Fisherfolks sector lobbies for the provision of watercraft ambulance worth Php150 Million. Ten (10) watercrafts were delivered.
- 2003, KALAHl-CIDSS, supervised by DSWD, commences to cover 25 percent of poorest municipalities, or 4000 villages in 182 municipalities. Community grants were used to support the building of low-cost, productive infrastructure such as roads, water systems, clinics and schools.
- 2003, through the NAPC and DBM Joint Memorandum Circular No. 2003-2, guidelines for the identification and release of budget items for KALAHl convergence sites is passed on October
- 2003, allotment of 0.5% of GAA budget for Seniors Citizens sector was ordered.
- 2004, the President's Priority Project on Water (P3W) is formally launched to expand and extend the access to water services in 432 waterless municipalities outside Metro Manila and 210 communities within Metro Manila.
- 2004, PGMA frees up 309 hectares of urban land for socialized housing. More than 287,713 families were benefited.
- 2005, KALAHl expands to 1,125 barangays, 309 municipalities, 44 cities and 69 provinces. The NAPC secretariat facilitated the release of project funds worth Php90.2 Million from the President's Social Fund for KALAHl prototype projects and the delivery of Php1.432 billion funds from the national government agency, private sector and LGUs.
- 2005, PCSO and CALABARZON RKCG and NAPC signed a Memorandum of Agreement for the CALABARZON Kalahi sa Kaunlaran Bida ang Barangay Sweepstakes Draw expected to generate Php16 Million to pump prime government's poverty reduction programs and projects under KALAHl in the region.
- 2006, to combat hunger and ensure affordable food for all, PGMA administration launches the Accelerated Hunger Mitigation Program that covers 54 provinces and the NCR.
- 2008, NAPC secretariat participate in actual implementation of pro-poor initiatives such as the Peoples Government Mobile Action, Accelerated Hunger Mitigation Program, Sagip-Tulong ni PGMA, Caravan for National Unity and Progress, and Ugnayan Laban sa Kahirapan.
- 2008, the DOLE extends cash bonuses of Php16 Million to some 166,941 poor sugar workers through its Social Amelioration Program
- 2008, DSWD launches Pantawid Pamilyang Pilipino Program or conditional cash transfers to 300,000 poor families nationwide.

***Principle 8: Enjoining government financial institutions to open credit and savings windows for the poor, and advocating the creation of such windows for the poor among private banking institution***

- 2002, PGMA issued E.O. No. 110 directing the People's Credit and Finance Corporation (PCFC) to administer the PDTF and ensure the delivery of microfinance services to the poor and help them develop enterprises
- 2004, NAPC Microfinance Unit secures Technical Assistance from ADB on -Enhancing Access of the Poor to Microfinance Services in Frontier AreasII Project.
- 2006, NAPC in close collaboration with PCFC, provides technical assistance in the finalization of the manual of operations and guideline in the utilization of the PDTF.
- 2006, NAPC spearheads conduct of gender training courses on Microfinance in Visayas with 52 MFIs and 7 basic sector representatives in attendance.
- Php700 Million granted by LBP, National Livelihood Support Fund (NSLF) and the DBP in the National Capital Region aimed to accelerate the provision of microfinance services to the poor.

## Annex G

### Key Social Legislations, 1999-2009

<b>Children and Women</b>			
RA08980	AN ACT PROMULGATING A COMPREHENSIVE POLICY AND A NATIONAL SYSTEM FOR EARLY CHILDHOOD CARE AND DEVELOPMENT (ECCD), PROVIDING FUNDS THEREFOR AND FOR OTHER PURPOSES	11 <sup>th</sup> Congress	2000
RA09208	AN ACT TO INSTITUTE POLICIES TO ELIMINATE TRAFFICKING IN PERSONS ESPECIALLY WOMEN AND CHILDREN, ESTABLISHING THE NECESSARY INSTITUTIONAL MECHANISMS FOR THE PROTECTION AND SUPPORT OF TRAFFICKED PERSONS, PROVIDING PENALTIES FOR ITS VIOLATIONS, AND FOR OTHER PURPOSES	12 <sup>th</sup> Congress	2003
RA09231	AN ACT PROVIDING FOR THE ELIMINATION OF THE WORST FORMS OF CHILD LABOR AND AFFORDING STRONGER PROTECTION FOR THE WORKING CHILD, AMENDING FOR THIS PURPOSE REPUBLIC ACT NO. 7610, AS AMENDED, OTHERWISE KNOWN AS THE „SPECIAL PROTECTION OF CHILDREN AGAINST CHILD ABUSE, EXPLOITATION AND DISCRIMINATION	12 <sup>th</sup> Congress	2003
RA09262	AN ACT DEFINING VIOLENCE AGAINST WOMEN AND THEIR CHILDREN, PROVIDING FOR PROTECTIVE MEASURES FOR VICTIMS, PRESCRIBING PENALTIES THEREFOR, AND FOR OTHER PURPOSES	12 <sup>th</sup> Congress	2004
RA09288	AN ACT PROMULGATING A COMPREHENSIVE POLICY AND A NATIONAL SYSTEM FOR ENSURING NEWBORN SCREENING	12 <sup>th</sup> Congress	2004
RA09344	AN ACT ESTABLISHING A COMPREHENSIVE JUVENILE JUSTICE AND WELFARE SYSTEM, CREATING THE JUVENILE JUSTICE AND WELFARE COUNCIL UNDER THE DEPARTMENT OF JUSTICE, APPROPRIATING FUNDS THEREFOR AND FOR OTHER PURPOSES	13 <sup>th</sup> Congress	2006
RA09208	AN ACT TO INSTITUTE POLICIES TO ELIMINATE TRAFFICKING IN PERSONS ESPECIALLY WOMEN AND CHILDREN, ESTABLISHING THE NECESSARY INSTITUTIONAL MECHANISMS FOR THE PROTECTION AND SUPPORT OF TRAFFICKED PERSONS, PROVIDING PENALTIES FOR ITS VIOLATIONS, AND FOR OTHER PURPOSES	12 <sup>th</sup> Congress	2003
RA09262	AN ACT DEFINING VIOLENCE AGAINST WOMEN AND THEIR CHILDREN, PROVIDING FOR PROTECTIVE MEASURES FOR VICTIMS, PRESCRIBING PENALTIES THEREFOR, AND FOR OTHER PURPOSES	12 <sup>th</sup> Congress	2004
RA09255	AN ACT ALLOWING ILLEGITIMATE CHILDREN TO USE THE SURNAME OF THEIR FATHER, AMENDING FOR THE PURPOSE ARTICLE 176 OF EXECUTIVE ORDER NO. 209, OTHERWISE KNOWN AS THE „FAMILY CODE OF THE PHILIPPINES"	12 <sup>th</sup> Congress	2004
RA09719	MAGNA CARTA OF WOMEN	13 <sup>th</sup> Congress	2009
<b>Senior Citizens and PWDs</b>			
RA 07696	AN ACT AMENDING CERTAIN PROVISIONS OF RA 6948 OTHERWISE KNOWN AS “AN ACT STANDARDIZING AND UPGRADING THE BENEFITS FOR MILITARY VETERANS AND THEIR DEPENDENTS	12 <sup>th</sup> Congress	2001
RA09257	AN ACT GRANTING ADDITIONAL BENEFITS AND PRIVILEGES TO SENIOR CITIZENS AMENDING FOR THE PURPOSE REPUBLIC ACT NO. 7432, OTHERWISE KNOWN AS 'AN ACT TO MAXIMIZE THE	12 <sup>th</sup> Congress	2004

	CONTRIBUTION OF SENIOR CITIZENS TO NATIONAL BUILDING, GRANT BENEFITS AND SPECIAL PRIVILEGES AND FOR OTHER PURPOSES'		
RA 09442	AN ACT GRANTING OTHER PRIVILEGES AND INCENTIVES TO PERSONS WITH DISABILITY (PWDs), AMENDING FOR THE PURPOSE THE "MAGNA CARTA FOR DISABLED PERSONS"	13 <sup>th</sup> Congress	2007
<b>Formal and Informal Workers, Fisherfolk</b>			
RA08759	AN ACT INSTITUTIONALIZING A NATIONAL FACILITATION SERVICE NETWORK THROUGH THE ESTABLISHMENT OF A PUBLIC EMPLOYMENT SERVICE OFFICE IN EVERY PROVINCE, KEY CITY AND OTHER STRATEGIC AREAS THROUGHOUT THE COUNTRY	11 <sup>th</sup> Congress	2000
RA09178	AN ACT TO PROMOTE THE ESTABLISHMENT OF BARANGAY MICRO BUSINESS ENTERPRISES (BMBEs), PROVIDING INCENTIVES AND BENEFITS THEREFOR, AND FOR OTHER PURPOSE	12 <sup>th</sup> Congress	2002
RA09422	AN ACT TO STRENGTHEN THE REGULATORY FUNCTIONS OF THE PHILIPPINE OVERSEAS EMPLOYMENT ADMINISTRATION (POEA), AMENDING FOR THIS PURPOSE REPUBLIC ACT NO. 8042, OTHERWISE KNOWN AS THE "MIGRANT WORKERS AND OVERSEAS FILIPINOS ACT OF 1995	13 <sup>th</sup> Congress	2007
RA09481	AN ACT STRENGTHENING THE WORKERS' CONSTITUTIONAL RIGHT TO SELF-ORGANIZATION, AMENDING FOR THE PURPOSE PRESIDENTIAL DECREE NO. 442, AS AMENDED, OTHERWISE KNOWN AS THE LABOR CODE OF THE PHILLIPINES		2007
RA09281	AN ACT TO STRENGTHEN AGRICULTURE AND FISHERIES MODERNIZATION IN THE PHILIPPINES BY EXTENDING THE EFFECTIVITY OF TAX INCENTIVES AND ITS MANDATED FUNDING SUPPORT, AMENDING FOR THIS PURPOSE SECTIONS 109 AND 112 OF REPUBLIC ACT NO. 8435	12 <sup>th</sup> Congress	2004
<b>Water</b>			
RA09275	AN ACT PROVIDING FOR A COMPREHENSIVE WATER QUALITY MANAGEMENT AND FOR OTHER PURPOSES	12 <sup>th</sup> Congress	2004
RA09286	AN ACT FURTHER AMENDING PRESIDENTIAL DECREE NO. 198, OTHERWISE KNOWN AS 'THE PROVINCIAL WATER UTILITIES ACT OF 1973', AS AMENDED		2004

## Annex H

### Major Government Institutions Involved in Poverty Reduction

<b>Name of Agency</b>	<b>Role in Poverty Reduction</b>	<b>Specific Policies and Programs Implemented (2008 – present)</b>	<b>Civil Society and Private Sector Participation</b>
National Economic and Development Authority	Macroeconomic planning; policy coordination for social development concerns (Social Development Committee) and regional development; secretariat for Investment Coordinating Council	Formulation of Medium-Term Philippine Development Plan (MDPDP)	MTPDP Steering and subcommittees
National Anti-Poverty Commission	Policy coordination for poverty and related programs	Coordination of KALAH I programs; promotion of community-based monitoring system	Basic sector representation in the NACP sector councils
Department of Health	Coordination in the delivery of health and related services from national to local governments; policy formulation for health and related concerns	Formula One	Participation in selected programs and projects (e.g., HIV/AIDS)
Department of Education	Implementation and delivery of educational services and programs for basic and secondary levels; policy coordination for education-related issues	Basic Education Reform Agenda; Food for School; Adopt a School; programs for out-of-school-youth and adults	Private sector participation in specific programs
Commission on Higher Education	Policy coordination and regulation of tertiary educational services	Scholarship programs	Representatives from academic institutions in various committees
Department of Social Welfare and Development	Policy and program coordination in the delivery of social welfare services and other safety nets; relief and rehabilitation during natural and human disasters	KALAH I-CIDSS; Pantawid Pamilyang Pilipino Program (4Ps)	Accreditation of NGOs and people's organizations for social welfare related programs for children, women, people with disabilities, etc.
Department of Trade	Policy coordination for the promotion of investments toward job creation; price watch for consumer welfare	Credit to micro, small, and medium-sized enterprises through the Small Business Corporation; livelihood and training programs (One Town One Product); technical assistance to MSMEs	Private sector participation in various councils
Department of Labor and Employment	Policy coordination related to labor market issues and delivery of services related to labor market (domestic and foreign)	Coordination of Public Employment Service Offices; coordination of emergency and public workfares; livelihood and training programs for displaced workers; technical and vocational programs through Technical Education and Skills Development Authority	Trade union and private sector representation in various Tripartite Councils
Department of	Policy and program	Ginintuang Masaganang Ani for	Farmers' organizations

Agriculture	coordination related to agricultural services and development	food security; organic farming	and NGOs in councils such as the National Agricultural and Fishery Council and sector councils
Department of Agrarian Reform (DAR) and Department of Environment and Natural Resources (DENR)	Policy and program implementation related to agrarian reform (private land distribution–DAR; public lands–DENR)	Agrarian reform communities	Farmers' organizations and NGOs in selected councils
Department of the Interior and Local Government	Policy and program coordination related to local government concerns	Minimum basic needs indicators; promotion of community-based monitoring system and local poverty action offices	NGO and private sector representatives in selected committees
Housing and Urban Development Coordinating Council	Policy and program coordination related to housing and shelter	Community Mortgage Program, resettlement programs	NGO and private sector representatives in the council
National Disaster Coordinating Council	Policy and program coordination related to disaster response and management	Hazard mapping, disaster preparedness for LGUs	NGO and private sector representatives in selected committees
National Nutrition Council	Policy and program coordination related to nutrition and hunger	Philippine Plan of Action for Nutrition, 2004–2010; hunger mapping, <i>Lalakas ang Katawang Sapat sa Sustansya</i> program.	Civil society representatives in the council
PhilHealth	Government corporation in charge of the delivery of social health insurance and social security	Membership promotion with LGUs, cooperatives, and NGOs	Sector representatives on the board
Presidential Commission for the Urban Poor	Policy and program coordination related to urban poor	Antidemolition; community mortgage programs	Urban poor representatives in the council and selected committees
National Commission on Indigenous Peoples	Policy and program coordination and assistance related to indigenous people	Land Tenure Program; indigenous peoples' human rights	Indigenous people representatives in the council and selected committees
Philippine Commission on Women	Policy and program coordination related to women concerns	Gender and development	Women's groups
Cooperate Development Authority	Policy and program coordination related to cooperative programs	Registration of cooperatives; regulatory guidelines and standards setting	Representation of cooperatives in selected councils and committees
National Statistics Office/National Statistical Coordination Board	Policy and actual collection on poverty information across regional and local units	Barangay Registry; training and capacity building for LGUs	Representation of academe and researchers in selected committees
LGUs (province, city, municipality, barangay)	Forefront in the delivery of basic services and poverty reduction projects	Models found in Galing Pook awards: Bohol, Iloilo, Marikina, etc.	Representation in local development councils

KALAHI-CIDSS = Kapit-Bisig Laban sa Kahirapan Comprehensive and Integrated Delivery of Social Services Project,  
 LGU = local government unit, NGO = nongovernment organization

Source: Asian Development Bank (2009)



## **Annex I**

### **List of Lead Convenors/Secretary of NAPC, 1999-2010**

1. Orlando Sacay (June 30, 1998 - November 1998)
2. Horacio Morales (December 1998 - October 2000)
3. Dulce saguisag (November 2000 - February 2001)
4. Teresita Quintos Deles (February 2001 - October 2003)
5. Camilo Sabio (October 2003 - January 2004)
6. Veronica Villavicencio (January 2004 - August 2004)
7. Imelda Nicolas (August 2004 - July 2005)
8. Zamzamin Ampatuan (July 2005 - September 2006)
9. Cerge Remonde (September 13-22, 2006)
10. Domingo Panganiban (October 2006 - June 2010)
11. Jose Eliseo Rocamora (September 2010 - present)