



Caucus of Development NGO Networks (CODE-NGO)

4/F Llanar Building, 77 Xavierville Ave. cor. B. Gonzales St.,  
Loyola Heights, Quezon City  
Tel/Fax No: (02) 9202595 or (02) 4356616  
Email: caucus@code-ngo.org  
Website: www.code-ngo.org



# Civil Society Assessment of the PDP 2011-2016

**Civil Society Assessment  
of the Philippine  
Development Plan (PDP)  
for 2011 - 2016**

**Summary**



The Caucus of Development NGO Networks (CODE-NGO) is the country's largest coalition of civil society organizations (CSOs) working for social development, with its 6 national networks and 6 regional networks representing more than 1,600 development NGOs, people's organizations (POs) and cooperatives nationwide. It is the trusted national voice of CSOs and it exercises transformative leadership.)

### **Caucus of Development NGO Networks (CODE-NGO)**

4/F Llanar Building, 77 Xavierville Ave. cor. B. Gonzales St.,  
Loyola Heights, Quezon City  
Tel/Fax No: (02) 9202595 or (02) 4356616  
Email: [caucus@code-ngo.org](mailto:caucus@code-ngo.org)  
Website: [www.code-ngo.org](http://www.code-ngo.org)

This is a summary. The full Civil Society Assessment of the Philippine Development Plan for 2011-16 may be viewed at and downloaded from the CODE-NGO website.

## PREFACE

We have again embarked on the assessment of the Philippine Development Plan by civil society organizations (CSOs) a year before the end of the 6-year term of the President, and we have completed it just a few months shy of the 2016 national elections.

The Philippine Development Plan (PDP) is crafted by every administration and serves as its guide in formulating policies, advocating for laws and implementing development programs and projects for the six years of the administration. The current PDP for 2011-2016 adopts a declared framework of inclusive growth, with good governance and anti-corruption as the overarching theme of each and every intervention.

CODE-NGO has coordinated the CSO review of the Philippine Development Plans of the previous administrations starting with the Ramos Administration in the late 1990s. With the administration of President Benigno S. Aquino about to end, CODE-NGO again undertook the coordination of this review. This is part of our commitment to the promotion of the accountability of government and the active participation of citizens in governance. We believe that nothing less than transparency, accountability and effectiveness as leaders are demanded from our public servants because all these are key ingredients in having a good government that is truly in the service of the people.

We started the PDP assessment process in July of 2015 with our partners: Philippine Partnership for the Development of Human Resources in Rural Areas (PHILDHARRA), Partnership of Philippine Support Service Agencies (PHILSSA), Pambansang Kilusan ng mga Samahang Magsasaka (PAKISAMA), Ateneo School of Government (ASOG), Health Alternatives for Total Human Development Institute (HealthDev) and Mindanao Coalition of Development NGO Networks (MINCODE). We were supported by in this endeavor by the United Nations Development Program and the Commission on Human Rights.

Eight key thematic areas for the assessment of the PDP were identified: (a) agriculture and fisheries, (b) asset reforms focusing on agrarian and fishery reform and ancestral domain, (c) good governance, (d) housing and urban development, (e) disaster risk reduction and management, (f) environment and climate change, (g) health and (h) peace. We had wanted to do more thematic assessments last year, including, among others, separate assessments on fisheries and ancestral domain, and on the financial sector, but we had limited resources and potential partner organizations who were also interested in these assessments did not have the required human and other resources at that time.

Our partners worked on draft assessments which were presented to and reviewed by our advisers, namely: Mr. Peter Perfecto of the Makati Business Club (MBC), Dr. Francisco Magno of the Jesse Robredo Institute of Governance - DLSU, Atty. Christian Monsod of the Philippine Agrarian Reform For Unity and National Development (PARFUND), Dr. Anna Marie Karaos of John J Carroll Institute for Church and Social Issues (JJC-ICSI), and Dr. Mary Racelis of the Institute of Philippine Culture (IPC). The comments and recommendations of the advisers helped to improve the thematic assessments. Focused group discussions were also held to validate and enrich these assessments.

We hope that this CSO assessment of the Philippine Development Plan for 2011-16 will help ensure that the new PDP that will be crafted soon after the May 2016 elections will be more responsive to the needs of Filipinos, especially the poor and marginalized.



## INTRODUCTION

John Rawls defines social justice as an assurance of “the protection of equal access to liberties, rights, and opportunities, as well as taking care of the least advantaged members of society.” At the heart of social justice is the idea of fairness and equality, of equal opportunities given to everyone in society. To have social justice is to uphold human dignities and human rights. However, the realization of social justice despite growing economies remains to be a challenge.

Poverty and inequality continue to plague many nations, including the Philippines. In fact, according to Oxfam International’s latest study on the global inequality gap, 62 people are as wealthy as half of the world’s poorest population.

The poverty incidence in the Philippines remains one of the worst in Southeast Asia, despite consistent impressive economic growth since 2001. According to the Economic Intelligence Unit (EIU), the Philippine economy would continue to be “marked by wide inequalities of income, and the disparity between the richest and poorest households would stay particularly acute”.

EIU also said that many Filipinos will continue to live in poverty despite economic growth and that “the rural poor would benefit only to the extent that the government directs spending towards improving the quality of essential services, such as education, healthcare and transport”.

Last September 2015, the United Nations adopted the 2030 Agenda for Sustainable Development or the Sustainable Development Goals (SDG), to which the Philippines is a signatory. The SDGs, which takes over the Millennium Development Goals, is a set of goals and targets to ensure that “no one is left behind.” The framework was crafted as a call for social justice because of the worsening inequality within and among countries.

Christian Monsod, in his “Social Justice” article in the Ateneo Law Journal (volume 59:691), emphasizes that the Philippine Constitution has enshrined the principle of social justice. The 1987 Philippine Constitution provides that “the State shall promote social justice in all phases of national development.” The 1987 constitution elaborates this further in Article XIII which states that “the Congress shall give highest priority to the enactment of measures that protect and enhance the right of all the people to human dignity, reduce social, economic, and political inequalities by equitably diffusing wealth and political power for the common good.”

According to Monsod, “The Principle is clear enough — a reduction of inequality, or removal of inequality, must be done if social justice is to be served.”

Working towards social justice also means a holistic view of progress — of the interdependence of people, their environment, and their interaction with the institutions that govern them.

According to Jose P. Laurel, “Social justice, therefore, must be founded on the recognition of the necessity of interdependence among diverse unities of a society and of the protection that should be equally and evenly extended to all groups as a combined force in our social and economic life, consistent with the fundamental and paramount objective of the state of promoting the health, comfort, and quiet of all persons, and of bringing about ‘the greatest good to the greatest number’”.

The Philippine Development Plan 2011-2016 attempts to answer the problem of growing inequalities, using the framework of inclusive growth. Whether the government has been successful in doing this in the past 6 years is a major question for the CSO review of the plan.

CODE-NGO and its partner organizations recognize the importance of addressing social inequalities and promoting social justice. The principles of development that CODE-NGO defined in 1991 and which we continue to promote include “The people are the primary (force and) beneficiary of development. Government policies and programs should be geared toward the enhancement of their potentials and well-being and ensure the equitable distribution of wealth, power and access to resources.”

Related to this, the thematic assessments were asked to try to answer the following questions:

In the past 5 years, based on the PDP and its implementation, was the administration, for this particular theme, able to:

- a. reduce poverty and inequality?
- b. promote sustainable development?
- c. ensure good governance, people empowerment and democratization?

Our partners worked on an agreed framework which starts with the review of the recommendations of civil society in the 2009-10 review of the previous 6-year development plan viz. the targets and strategies adopted in PDP 2011-2016; proceeds to an assessment of government performance viz. the targets and strategies of the current PDP and an overall assessment of the accomplishments of the government; and then identifies key recommendations for the new PDP for 2016-22, which would be crafted by the next Administration under the new President to be elected in May 2016.

As the PDP review process was on-going, CODE-NGO and our partner organizations also undertook a review of the CSOs’ Development and Reform Agenda for 2013-16, including 7 regional CSO consultations in October – November 2015. These two processes informed and influenced each other. The Development and Reform Agenda (DRA) for 2016-19 was finalized in November 2015 and is now supported by 59 CSOs and CSO networks, including CODE-NGO, its member networks, 4 other national CSO networks (PAKISAMA, NGOs for Fisheries Reform, People Power Volunteers for Reform, Change Politics Movement) and 14 regional and provincial CSO networks. The “pillars” of the DRA for 2016-19 are: (a) Ensuring Empowerment and Democratization, (b) Reducing Poverty and Inequality, (c) Building Peace and (d) Promoting Sustainable Economic Development and Environmental Protection. These pillars are also reflected in the recommendations of this review for new Philippine Development Plan for 2016-22.

We present here the summary of the eight thematic assessments of the Philippine Development Plan for 2011 - 2016.

## I) Over-all Summary

The Philippine Development Plan 2011-2016 outlines the Aquino administration's framework for inclusive growth— which it describes as one that is sustainable and has a real impact on people experiencing poverty and injustice in their daily lives. It asserts that good governance is the key to accomplishing programs and projects that will genuinely change the lives of the people for the better.

This plan aspires to empower the poor to make decisions for themselves so they can rise above the dire situations they are in. It aims to institute reforms that will minimize the opportunities for public officials to commit corrupt acts. It endeavors to strengthen our economy, boost our competitiveness, build stronger and more resilient infrastructure, protect our biodiversity, speed up the process of providing basic services, and continue to work for peace and development in conflict-affected areas.

How has the government fared in these aspirations? In general, the eight thematic assessments by CSOs show that the government has performed well in good governance and in health, and had a mixed record in health, environmental protection and climate change adaptation, Disaster Risk Reduction and Management (DRRM), peace building, agriculture and fisheries and housing. The Administration fared badly in agrarian reform, and especially in ancestral domain.

The failure of the Aquino Administration particularly in pushing for asset reform (including agrarian and fishery reform, ancestral domain and socialized housing) and the over-all poor performance of the country in reducing poverty and inequality despite impressive economic growth in the past decade is alarming. This should be the main challenge for the next Administration and its Philippine Development Plan for 2016-22.

## II) Summaries of the Thematic Assessments

### A) Good Governance

#### A1) Assessment

Tuwid na Daan (straight path), the battle cry of the Aquino administration, has found its concretization in its promotion of good governance. Transparency, people's participation and efficiency became the foundations of all its policy proposals.

Among the targets in the PDP were the passage of the Freedom of Information Act, improvement of the Financial Management System, active participation in local governance and full disclosure of local budgets and finances.





**The Zero-based budgeting (ZBB) in program evaluation was instituted.** This evaluation system resulted in the termination of projects that were no longer serving their purpose or delivering their desired objectives. Among these were the Food for School Program and Malayang Barangay Program. The development of the ZBB entailed reviews and studies of programs offered by state universities and colleges, government interventions of employment generation and cost effectiveness of rural electrification program, among others.

**The Financial Management System in Government** was enhanced. PhP 600 million went into the creation of the Government Integrated Financial Management Information System or GIFMIS, an IT system that integrates financial processes carried out by the relevant government agencies. Better, faster and automated financial systems like the New Government Accounting Systems, electronic Modified Disbursement System and Unified Accounts Code Structure were strengthened.

**Reforms in public procurement and budget releases were implemented.** The Philippine Government Electronic Procurement System (PhilGEPS) became functional. It provided a platform for the publication of bidding opportunities and a list of registered suppliers. The PhilGEPS has an electronic payment facility, electronic catalogue and an e-bidding system.

**The Department of Interior and Local Government updated their guidelines on CSO accreditation.** This meant more opportunities for people's engagement in local governance.

**The national government started the Bottom-Up Budgeting program.** It enabled the community members, through the local CSOs and local governments to take part in the preparation of the budgets of national government agencies by for their respective localities.

**The Full Disclosure Policy (FDP) began to be implemented in 2010 by the Department of Interior and Local Government.** Financial documents of the local government units are now required to be posted in conspicuous places in their community and online. Compliance to the FDP was rewarded with additional funds for local government projects thru the Performance Challenge Fund.

These were among the many good governance reforms of the Administration.

## **A2) Gaps in Implementation**

At the same time, there were some gaps in the effort to ensure good governance. The most significant of these was the non-passage of the Freedom of Information Act. The bill was approved by the Senate on third and final reading, but languished in the House of Representatives. President Aquino publicly expressed his support for the bill only in July 2014 at an event in Malacañang. However, he did not mention it in his State of the Nation Address (SONA) that year nor in his last SONA in 2015. The bill, would have given citizens access to public records and information on government transactions, limited only by national security considerations. The Statement of Assets, Liabilities, and Net Worth (SALNs) of government officials would have been easier to access.

## **A3) Recommendations**

The civil society review strongly encourages the passage of the Freedom of Information bill. It also calls on national government agencies and local governments to comply with policies on public disclosure and citizens' access to information.

The PDP Review also recommends that the Full Disclosure Policy, Bottom-Up Budgeting Process, Budget Partnership Agreements and Citizens' Participatory Audit should be sustained and improved.

## B) Peace and Security

### B1) Assessment

The government's ultimate aim is to win the peace, although the goal for the medium term shall be to bring all armed conflict to a permanent closure. In particular, the PDP sets forth two objectives on winning the peace: (1) negotiated political settlement of all armed conflicts completed; and (2) causes of all armed conflict and other issues that affect the peace process effectively addressed.



The government aspired to successfully negotiate a settlement that would halt all armed conflicts and address causes of and issues related to it.

**Areas affected by conflict were given support.** Failure of peace talks did not amount to a total failure of peace efforts. In resolving the issue of peace, attention must be paid to representation and inclusion. Peace education was incorporated in basic and teacher education. Important days in the Muslim Calendar were recognized as public non-working holidays.

**Multi-sectoral consultations on the peace process were conducted.** However, they could have covered a broader base. More local leaders could have been tapped. People in the communities could have been given a deeper awareness of the peace process and its historical dimensions.

**To speed up the delivery of basic services in areas affected by conflict, the government implemented the PAYapa at MAsaganang PAmayanan or Peaceful and Resilient Communities (PAMANA).** Through this, development projects, including the provision of livelihood assistance, were carried out for the locals. Local farmers were given agricultural inputs. The Sajahatra Program, spearheaded by the GPH and MILF, was developed in order to improve health, education and livelihood in the Bangsamoro. Infrastructure was improved care of the Peace and Development Communities program.

**The government took a firm stand against impunity and extrajudicial killings.** It provided a law penalizing acts leading to enforced disappearances and creating the Inter-Agency Committee on Extra-Legal Killings, Enforced Disappearances, Torture and Other Grave Violations of the Right to Life, Liberty and Security of Persons.

**Human rights are now major considerations in the work of law enforcers.** Human Rights Offices and Human Rights-Based Policing Committee were established in the Armed Forces of the Philippines and Philippine National Police, respectively.

The peace talks between the government and the Moro Islamic Liberation Front (MILF) have been successful in coming up with the Comprehensive Agreement on the Bangsamoro (CAB).

Listed in the legislative agenda of the PDP are five proposed laws. Two of these became laws: the Revised AFP Modernization Act and the Comprehensive Law on Firearms and Ammunition. The others that have not been passed by Congress are the National Defense and Security Act, the recognition of the country's maritime zones and the reorganization of the PNP.

Perhaps owing to the administration's strong commitment to good governance and people empowerment, the Bangsamoro peace process has been as transparent and engaging as it can be and this is probably the most open process compared to earlier years of peace talks. Various consultations have been conducted at different phases of negotiations, educational materials were produced and disseminated using various media, and at some points, CSOs were provided spaces for participation. This vibrant engagement along with good governance contributed significantly to the signing of the Comprehensive Agreement on the Bangsamoro.

## **B2) Gaps in Implementation**

There may already be a CAB, but the proposed Bangsamoro Basic Law has not been passed by the Congress.

## **B3) Recommendations**

What the sector needs in order to institute more substantial reforms is the active participation of civil society organizations (CSOs) in governance processes.

The review calls on the next administration to be bold enough to effect constitutional reform and support greater autonomy and decentralization. The rights of the indigenous people must be respected and considered in negotiating peace settlements. At the same time, warlords and dynasties should be disempowered to remove the culture of fear, patronage and servitude.

The PDP Review stresses that the greater public should be involved in and knowledgeable about the nuances of the peace process. No genuine peaceful settlement would be arrived at if the understanding of the people who are going to carry it out are shallow. There should be a widespread and national information and education campaign. This is more than just history lesson; this is the promotion of peace, multiculturalism and the meaningful participation of the larger collective in an issue that affects us all.

Also, the peace agenda would be strengthened by the inclusion of the following in the legislative agenda: Bangsamoro Basic Law, Anti-Dynasty Bill, a law to include peace and Mindanao history in the primary educational curriculum nationwide, and a law to strengthen policies to regulate the trade of small arms.

## C) Disaster Risk Reduction and Management

### C1) Assessment

After being hit by typhoons Ondoy and Pepeng in 2009, the Philippines, with other UN member states, signed the Hyogo Framework for Action and passed the Disaster Risk Reduction and Management (DRRM) Law of 2010. The main thrust of the law is to localize disaster risk reduction and management, establishing a local disaster risk reduction and management office in every locality and to require every local government unit to allot 5% of its budget to the disaster risk reduction fund.



The National Disaster Coordinating Council became the National Disaster Risk Reduction and Management Council under the DRRM Law. It was expanded to include among its members representatives of the civil society organizations.

Disaster risk reduction and management has made its way to school. It has been integrated in the secondary and tertiary education curricula.

The national disaster risk reduction and management plan and national climate action plan were formulated. Local government units were required to mainstream the DRR-CCA in their own local plans. Landslide maps were enhanced. Geo-hazards maps have likewise been developed.

The budget of the Philippine Atmospheric, Geophysical and Astronomical Services Administration (PAGASA) jumped from P766M in 2010 to P3.4B in 2015. This will improve its forecasting abilities.

### C2) Gaps in Implementation

Members of the vulnerable sectors decry the fact that they do not have representatives in the national disaster risk reduction and management council. Those living in areas frequently hit by typhoons and farmers, for instance, have specific concerns and needs that have to be taken into consideration when mapping out disaster risk reduction plans.

There is a lack of technical capacity in various local government units and communities. It has not been smooth sailing when it comes to following the format for the plans and making the necessary documents.

### C3) Recommendations

It is commendable that the Philippines already has a law on disaster risk reduction and management. However, the multi-sectoral set-up of the said body has been problematic.

Lessons from the Yolanda typhoon, which struck in 2013, have yet to be institutionalized. There was a lack of participation by the locals in the formulation of their respective disaster risk plans. Technical skills are also lacking at the local level. Empowering the communities is important as swift response in times of emergencies depend on them.

The PDP Review recommends that national disaster risk reduction and management councils should have representatives from vulnerable sectors such as the children, youth, the elderly, and persons with disabilities both at the national and local levels.

Especially vulnerable areas and 4th and 6th class municipalities should get sufficient technical assistance and financial support from the provincial and national governments.

Rehabilitation efforts should be conducted with a view to strengthening the capacities of the local governments, which are the first unit in the line of response to emergency situations.

The review also recommends the enactment of HB 6183: Enhancing Inclusiveness of Philippine DRRM System. The bill calls for the inclusion of representatives of the vulnerable sectors in the national council.

It is also high time for the Philippine Biodiversity Strategy and Action 2015-2028 to be implemented.

## D) Sustainable and Climate-Resilient Environment and Natural Resources

### D1) Assessment

The Philippine Development Plan's provisions on environment and natural resources focused on three outcomes: 1) adaptive capacities of human communities improved; 2) sustainably managed natural resources achieved; and 3) environmental quality improved for a cleaner and healthier environment.

There was significant damage noted by the government in 2013 as a result of the country having been hit by a series of calamities such as tropical storm Sendong in 2011, tropical storm Bopha in 2012 and tropical storm Yolanda in 2013 in addition to "habagat" and southwest monsoon affecting Metro Manila and the northern provinces.



**Guidelines for mainstreaming the CCA/DRRM in provincial, city and municipal comprehensive land use plans have been completed.** Provincial Development and Physical Framework Plans for 74 provinces have been updated. 87% of the LGUs are now reported to have functional DRRM Councils and DRRM plans, many of which are formulating a Local Climate Change Adaptation Plan. 98% of the PhP 128.8 Billion allotted by the government to address issues of climate change were for flood and control management projects. Two Executive Orders on sustainable forest management were passed.

The National Greening Program, whose aim is to have 1.5 billion trees planted in 1.5 million hectares of land by 2016, has been implemented. Over four years of reforestation were conducted under the project, contributing to a reported increase in forest cover from 6.8 million to 7.8 million hectares and generating jobs in the process.

Biodiversity is continuously being protected. 14 species were removed from the list of threatened fauna.

Mining policy reforms were instituted. Executive Order No. 79 imposed a moratorium on new mineral agreements. The Mining Industry Coordinating Council (MICC), an inter-agency body, produced the Go and No-Go Zones for mining and prohibited mining in prime agricultural lands and tourism development areas.

The country has joined the Extractive Industries Transparency Initiative (EITI) in an effort to improve transparency and accountability in the sector. Payments of PhP 52.7 billion were obtained from 36 extractive industries such as mining, oil and gas.

Targets for the improvement of forest and watershed management and biodiversity conservation appear to be achievable.

The Ecological Solid Waste Act is being implemented continuously. This resulted in 40-42% rate for solid waste diversion.



## D2) Gaps in Implementation

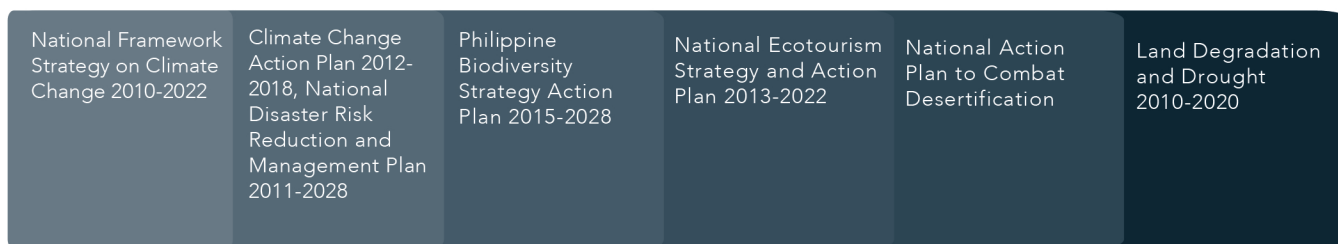
There are plenty of existing plans and strategies relating to disaster risk reduction, environment conservation, protection of natural resources, and climate change, but hardly any efforts to align these have been made.

Also, more attention is needed for coastal and marine management. It lags behind forest and watershed management.

## D3) Recommendations

The CSO review asserts that reforestation activities should be adequately funded. More than promoting the conservation of environment, these will provide job opportunities and sources of livelihood for the poor.

The National Minerals Action Plan should be set aside and replaced with a National Industrialization Plan that includes a mineral extraction plan. Also, the Alternative Mining Bill should be enacted into law.



Various national action plans already formulated should be aligned. These are the following: National Framework Strategy on Climate Change 2010-2022, Climate Change Action Plan 2012-2018, National Disaster Risk Reduction and Management Plan 2011-2028, Philippine Biodiversity Strategy Action Plan 2015-2028, National Ecotourism Strategy and Action Plan 2013-2022, and National Action Plan to Combat Desertification, Land Degradation and Drought 2010-2020. Reports of civil society organizations indicate that laws on climate do not advance the integration of CCA and DRRM.

The country has committed to pursue resilience and a low-emission path to promote inclusive growth. The government should adopt and implement the Philippines' Intended Nationally Determined Contribution (INDC) submitted to the United Nations Framework Conference on Climate Change (UNFCCC) last year.

The proposed laws on the national land use, forest limits, sustainable forest management, integrated coastal management, and new fiscal and revenue sharing agreement for large-scale metallic mines need to be enacted.

The next PDP should be aligned with the Sendai Framework for Action on Disaster Risk Reduction 2015-2030, the Sustainable Development Goals for 2015-2030, the climate agreement finalized in the UNFCCC in December 2015, and UN resolutions adopted by the Philippines.

## E) Health

### E1) Assessment

Goals in the health sector may be summarized into two major aims: ensure the availability and accessibility of quality health care services and protecting the public from the cumbersome financial consequences of illnesses. Concretely, this would mean the provision of a universal health coverage.

The Department of Health (DoH) has expanded the National Health Insurance Program (NHIP) enrolment and benefit delivery. Financial protection is the central element of the Universal Health Care Program in the Department of Health's Kalusugan Pangkalahatan strategy for 2011 to 2016. The PhilHealth adopted DSWD's National Household Targeting System for Poverty Reduction to identify the poor. Coverage was expanded to include 5.2 million poor families. It was further expanded to include around 14.7 families who are near-poor. Of the 86 million beneficiaries of PhilHealth by the end of 2014, 43.7 million were indigents.

In 2014, a law was passed extending government-sponsored health insurance to all senior citizens and parents with permanent disability.

Twenty three (23) case rates packages for 23 top medical and surgical cases were adopted. These packages provided subsidies for recovery from dengue, pneumonia, asthma, typhoid fever, caesarian section and cataract operation. Assistance ranges between P6,000 to P38,000.

The Z benefit package was launched in July 2012 to cover catastrophic diseases such as early stage breast cancer, standard risk childhood acute lymphoblastic leukemia and low to intermediate risk prostate cancer. The package was even expanded in 2013 to cover additional diseases. It provides financial assistance ranging from P175,000 to P550,000. There is also an already Mandatory Coverage for Women about to Give Birth.

The TSeKaP program, the Tamang Serbisyonang Kalusugang Pampamilya, was rolled out. It allows the public to avail of free consultations, regular blood pressure monitoring, periodical breast examination, among others. Under the program, laboratory examinations such as complete blood count, urinalysis, fecalysis, and chest X-ray are also included.

**The No-Balance Billing Policy is now implemented.** It ensures that indigent and kasambahay (household helper) PhilHealth members will not be made to pay the amount beyond what the health insurance should cover should they be admitted in the ward of any government hospital.

**The funding for Health Facilities and Enhancement Program was increased.** This ensured wider access to quality health care, particularly for PhilHealth beneficiaries living in areas far from town centers, a total of P46.39 billion was allocated from 2010-2014 for the upgrading and rehabilitation of government health facilities in these areas prioritizing those in Conditional Cash Transfer (CCT) areas and/or in the National Anti-Poverty Commission (NAPC) Poorest of the Poor Cities and Municipalities.

**The National Center for Pharmaceutical Access and Management developed the Philippine Drug Price Reference Index.** It sets a ceiling price for essential medicines to make these more affordable to the public.

**Doctors, nurses and health workers were deployed to remote areas.** The Doctors to the Barrios Program was able to benefit 1,594 municipalities. There is also a similar program for nurses, namely Nurses for Health Enhancement and Local Service (RN HEALS), in which 30,801 registered nurses participated. The Alaga Ka para sa Maayos na Buhay aims to give indigent members information on healthcare benefits and privileges.





## E2) Gaps in Implementation

Medicine remains expensive for most poor people, especially those situated far from the "sentro" (center) of their respective municipalities.

## E3) Recommendations

The PDP review recommends that a sufficient number of health personnel at the local level be ensured to attend to the needs especially of the people living in remote areas. Medicine should be more accessible for families.

The agency should continuously and vigilantly monitor the implementation of the Cheaper and Quality Medicine Law, the Maximum Drug Retail Executive Order, Food and Drug Authority Law and Generics Act of 1988.

## F) Housing

### F1) Achievements

The challenges in the housing sector as identified in the PDP were: 1) meeting the enormous housing need and demand; 2) rapid growth of informal households and settlements; and 2) strained basic shelter and urban services, including fiscal constraints.

The housing production rate of the National Housing Authority (NHA) stands at 117%. The Housing and Land Use Regulatory Board (HLURB) hit the 92% target for License to Sell of housing units and a staggering 300% for Comprehensive Land Use Planning. The NHA, which is mandated to develop an integrating housing program covering housing development and resettlement, reported accomplishing 115.5% of what it has targeted for the period 2011 to 2014.



The National Housing and Urban Development Summit was launched in May 2015. The objective of the Senate Committee on Urban Planning, Housing and Resettlement and the House of Representatives Committee on Housing and Urban Development is to consult with key stakeholders in the process of providing safe and affordable shelter for low-income groups in urban areas.

The development of the National Informal Settlement Upgrading Strategy (NISUS) undertaken by the Housing and Urban Development Coordinating Council (HUDCC), was developed. NISUS goes beyond the informal settlements, and explores integration of housing programs with local development planning, market-driven private sector participation, community organizing and strengthening, and multi-stakeholder partnerships.

PAG-IBIG, reported accomplishing 185% of its targets.

## F2) Gaps in Implementation

### National Housing Authority

Beyond the seemingly good performance of NHA in terms of achieving its targets, there are still many issues and concerns raised by beneficiaries of NHA housing programs and windows.

First, AFP/PNP housing has leakages in beneficiary selection and availment. Second, bulk of the funding for informal settlers in danger areas in Metro Manila went to off-city resettlement projects in Regions 3 and 4-A instead of in-city options. Third, housing assistance to families affected by disasters remain difficult. There has been lack of participation of beneficiaries in planning and social preparation for the resettlement project for disaster-affected families. There has also been difficulties in finding suitable, safe, and affordable land.

In addition, the processing of Community Mortgage Program (CMP) applications and the release of funds for those approved have been slow. As for the High-Density Housing program in Metro Manila, there appears to be an absence of clear guidelines for applying as beneficiary thereof. Compounding the problem is the difficulty of securing legal documents and permits especially by the poor people.

The government has repeatedly emphasized that distant resettlement is the key to urban declogging. However, this could have the effect of worsening rather than improving the economic situation of the poor. The promotion of staying in remoter areas has not been coupled with provision of essential social services and job and livelihood opportunities in such places.

### Social Housing Finance Corporation

Social Housing Finance Corporation (SHFC) is another shelter agency that focuses on Community Mortgage Program (CMP) and provides affordable financing community-initiated housing projects for land acquisition, site development and housing construction.

SHFC beneficiaries have raised issues and concerns on SHFC projects. One, there is reportedly a slow pace of processing of CMP applications and release of funds. Two, there is a lack of clear guidelines and slow pace of initial High-Density Housing (HDH) for Metro Manila. In addition, there is also the difficulty of finding suitable, safe, and affordable land within the city.

The increase in the budget for the housing sector is mostly for special housing projects, most of which are handled by the National Housing Authority. These are housings for APF and PNP, High-Density Housing for Informal Settler Families in Waterways/Danger Areas in Metro Manila and Housing Assistance for Disaster-Affected Areas. These projects are not conducted in the ordinary course of business of the government agencies and thus are largely dependent upon the discretion of the sitting President and members of his Cabinet.

## F2) Recommendations

The PDP Review recommends that strategies that contribute to poverty reduction, namely the Community Mortgage Program and Presidential Land Proclamations, should be promoted.

The growth of informal settlements has been exponential, and as stated in the Philippine Development Plan, there is a need to create a National Slum Upgrading Strategy and to set the targets for urban renewal. In line with this, the government's budget for social housing should be increased.

People living along waterways and in places identified as danger areas should be prioritized in the processing of CMP applications.

The review recommends the increase of the budget for regular social housing, not just special projects.

Included in the proposed legislative agenda are the following:

- The National Land Use Act to improve planning
- Comprehensive and Integrated Shelter Finance Act II to assure continuous funding for urban renewal and housing projects
- Establishment of Local Housing Boards to enable civil society organizations to participate in local government initiatives
- Amendments to the Urban Development and Housing Act to empower the affected people and involve them in the processes and to institute and strengthen safeguards against arbitrary eviction.

## G) Agriculture and Fisheries

### G1) Achievements

**There is a marked increase in productivity.** The average yield of palay (rice grains) increased from 3.62 MT/ha in 2010 to 4.00 MT/ha in 2014. Production of livestock, such as hog and chicken, and fish also increased during the same period.

**The Food Self-Sufficiency Program was created.** Under this, the government has targeted absolute self-sufficiency or zero rice imports by 2013 or 2016. However, for small farmers in different provinces, this remains an age-old dream, one that is repeatedly revived but never actualized.



The National Irrigation Administration started to implement the irrigation component of the Rice Self-Sufficiency Program. 31,245 hectares of generated areas, 20,884 restored areas, and 122,508 rehabilitated areas have been irrigated.

The Small-Scale Irrigation Project is running. The local government units, the Bureau of Soil and Water Management (BSWM) and the DA-Regional Field Offices (RFOs) have implemented it under the National Rice Program.

The lending program of the Department of Agriculture (DA) has been strengthened. 123,317 small farmers and fisherfolk received loans which totaled to Php 412 million, through the Agro-Industry Modernization Credit and Financing Program (AMCFP) facilities such as the 1) Cooperative Banks Agri-Lending Program (CBAP); 2) Agricultural Microfinance Program (AMP); 3) Agri-Fishery Microfinance Program (AFMP); 4) Fisheries Financing Program (FFP); and 5) Tomato Production and Paste Processing System Project (Tomato Project).

Agricultural facilities were constructed for farmers groups. Nurseries, rain shelters and greenhouses were built. 85 and 91 units of production facilities were established and rehabilitated, respectively.

Research and development received greater budget allocation. PhP50 million was coursed to the High-Value Crops Development Program (HVCDP) spearheaded by the Bureau of Agricultural Research (BAR). 176 research projects in organic agriculture were conducted under the DA, its regional offices, Bureau of Agricultural Research (BAR), and Bureau of Plant Industry (BPI) within a period of five years.

99 automated weather stations (AWS) were installed. These have been made possible by funding from US Department of Agriculture program and the efforts of the Bureau of Soils and Water Management (BSWM).

A law promoting the adoption of modern and efficient machinery to increase productivity was passed. The AFMECH Law of the Republic Act 10601 or "An Act Promoting Agricultural and Fisheries Mechanization Development in the Country" became effective in 2013.

**The Philippine Fisheries Code of 1998 was amended.** The new implementing rules and regulations provide procedure on the impositions of penalties and guidelines for conservation measures.

**Gender has been incorporated in efforts to improve the farming sector.** Rural women leaders, farmers and agricultural extension workers of local government units have undergone skills training enriched with a gender perspective. The training modules of BAR are also gender-responsive. Women are being trained to use bio-control agents instead of chemicals in order to prevent the spread of diseases. More than that, efforts have been made to protect lactating mothers from harmful chemicals typically used in farming.

**Delineation of municipal waters have been completed for 928 coastal communities as of 2011.** The National Mapping and Resource Information Authority (NAMRIA) has been in charge of this.

**Safe and affordable housing and livelihood were provided for the families of fisherfolk who survived typhoon Yolanda.** The National Anti-Poverty Commission (NAPC) in partnership with Artisanal Fisherfolk Sectoral Unit, created the Post-Yolanda Fisherfolk Settlement Program. The same was done in Palawan under the Palawan Fisherfolk Settlement Program, which benefited around 708 families.

## G2) Gaps in Implementation

In the Philippines, the greatest number of the poor is seen in the Agricultural and Fisheries (A&F) sector and one of the reasons for this is that the agricultural development itself that needs radical change in policies and programs. Farmers and fisherfolk remain poor because of the low production and productivity, lack of high technology-based equipment, lack of knowledge and education, and the list goes on.

There has also been too much focus on rice self-sufficiency and less on the development of potential substitutes for rice. Furthermore, the CSOs have observed that that Quantitative Restrictions on Rice Imports, which limits the amount of rice the country can import, has not had substantial effects on families of small farmers. Their households are still poor despite such policy.

There are plenty of policies on Agriculture and Fisheries but their implementation remains weak.

## G3) Recommendations

The PDP Review recommends the following for the development of agriculture and fisheries in the country:

1. Enforce Agricultural and Fisheries Mechanization Development (AFMECH) and Comprehensive National Fisheries Industry Development Plan (CFIDP).
2. Promote Organic Agriculture by providing institutional support and crafting policy instruments to facilitate its development and implementation.
3. Heighten the information campaign of government support services to small farmers and fishers.
4. Strengthen the implementation of Magna Carta for Women (RA 9710) and enact the Young Farmers Program Act to enhance the situation of women and young farmers.

5. Ensure water security and resiliency to climate change.
6. Support root crop production to help address food security and undernourishment.

The government should also delegate agricultural services to local government units (LGUs) since the enactment of the Local Government Code of 1991. Participation of the civil society, peoples' organizations, farmers and fisherfolk organization with the LGUs should be strengthened in order for these stakeholders to constructively engage in inclusive growth which is the ultimate goal of this administration.

## H) Agrarian Reform

The priority goals here are

- (i) Land Acquisition and Distribution (LAD);
- (ii) Collective Certificate of Land Ownership Award (CLOAs) subdivided into individual titles; and
- iii) Agrarian justice delivery.

### H1) Achievements

The Department of Agrarian Reform (DAR) and the Department of Environment and Natural Resources (DENR) were able to acquire and distribute 799,817 hectares of land as of mid-2014.



A total of 4.7 million hectares have been distributed. 4.690 million hectares (or 98.6%) were distributed to 2.752 million beneficiaries. 2.584 million hectares were private agricultural lands.

**More rural women have become beneficiaries during the Aquino administration.** Between 2010 and 2012, the percentage of rural women beneficiaries was at 39%. This may be attributed to the Comprehensive Agrarian Reform Program Extension with Reforms (CARPER) Law 2009 and the mainstreaming of gender in the plans and programs of DAR.

### H2) Gaps in Implementation

DAR has consistently failed in meeting the land acquisition and distribution targets it sets. It aims to have distributed 818,390 hectares by 2016. It has only achieved 28% of its targets by the end of 2014.

The commendable land acquisition and distribution rate of the DENR is not, strictly speaking, an achievement under the CARPER. This is because it is being implemented under the Public Land Act with the deadline still in 2020.

DAR still has 6,750 pending Adjudication Board cases, 14,508 Agrarian Legal Implementation cases, 937 judicial cases and 6,036 quasi-judicial cases.

The Peoples' Agrarian Reform Congress (PARC), formed by 28 organizations representing different sectors, claims that there has been an increasing number of incidents of illegal land conversions and corporate land grabbing.

### H3) Recommendations

The Notice of Coverage (NOC) Extension Bill and Agrarian Reform Commission (ARC) bill should be passed. The effect would be to renew the DAR's authority to issue notices of coverage (NOCs), which initiates the LAD process, and serve Voluntary Offers to Sell (VOS) to agricultural lands not yet covered by the Comprehensive Agrarian Reform Program (CARP).

Laws that made the CARPER vulnerable to anti-agrarian reform tactics and only make it harder and slower to grant lands to farmer-beneficiaries should be amended or repealed.

Post-CARPER scenarios should be anticipated. Steps should be taken to ensure that the lands remain productive. Continued support such as the provision credit, subsidy, technical assistance and farm inputs should be given. Legal assistance should also be extended to beneficiaries with pending agrarian justice cases.

The bills identified in the legislative agenda should be passed. These are the 1) Land Administration Reform Act (LARA); the National Land Use Act; and the 3) National Convergence Initiative Act. All these remain pending in Congress.

#### I. ANCESTRAL DOMAIN

##### 1) Assessment

The National Commission on Indigenous Peoples (NCIP) was able to define the Ancestral Domain Sustainable Development and Protection Plan (ADSDPP) and 87 IPs were assisted in formulating their own ADSDPP's. The ADSDPP is a long-term comprehensive spatial and development plan with identified programs and projects that strengthen self-governance, build lasting peace and genuine development within ancestral domains of particular Indigenous Cultural Communities (ICCs) or IP groups. It serves as the community development framework that ensures a participatory process of mainstreaming IP issues and concerns. However, the ICCs/IPs still need technical and financial assistance in the formulation of the ADSDPPs and their integration in the Comprehensive Land Use Plans (CLUPs) and local development plans.



##### 2) Gaps in Implementation

There seems to be confusion over the significance of the issuance of land titles. There is a difference, to be sure, between approving and awarding one. For instance, out of the 180 approved by April 28, 2015, only 40 or 22% were awarded. During the Aquino administration, only one of the 25 of approved Certificate of Ancestral Domain Titles (CADTs) was awarded, paling in comparison with the 95% approval rate during the time of Arroyo as President. Some of the CADTs awarded have not yet been registered at the Registry of Deeds.

The mere issuance of LGU resolutions expressing the adoption of ADSPP does not suffice. This does not amount to a mainstreaming of ADSDPPs in the local plans.

The issuance of the Joint Administrative Order (JAO) No. 1, series of 2012 resulted in having conflicting jurisdictions by the DENR, DAR and the Land Registration Authority (LRA).

### 13) Recommendations

The process of developing the ADSPP should be enhanced in such a way as to provide opportunities to emphasize the role that traditional governance plays in conserving the natural resources found within IP territories.

The NCIP should target the formulation of ADSDPP in all the communities where the CADTs have already been approved. Technical assistance should be provided by the government, if necessary.

CSOs surely recommend close working relations among the concerned agencies such as NCIP, DENR, DAR, and LRA but likewise call for the scrapping of the said JAO No. 1, series of 2012, due to the overlapping jurisdiction in the authority to determine ancestral domains.

There should be greater discussion about the Key Biodiversity Areas in the ancestral domains and Conservation of the environment.

### CONCLUSION

The Aquino Administration has then substantially delivered in its good governance promises. It has done quite well in its “walang corrupt” programs.

But it has not been able to deliver as well in its “walang mahirap” promise. It has significant accomplishments, but also major shortcomings, in environmental protection and climate change adaptation, DRRM, peace building, health and housing. The Administration has fared badly in agrarian reform and ancestral domain and even in socialized housing. Over-all, it has not been able effectively address poverty and inequality, which continue to plague Philippine society.



## OUR PARTNERS



**Ateneo School of Government**  
The Graduate School of Leadership and Public Service

Ateneo School of Government



Philippine Partnership for the  
Development of Human Resources  
in Rural Areas



Pambansang Kilusan ng mga  
Samahang Magsasaka



Health Alternatives for Total Human  
Development Institute, Inc.



**PHILSSA**  
Partnerships for sustainable communities.

Partnership of Philippine  
Support Service Agencies



Mindanao Coalition of  
Development NGO Networks