

PASCN Discussion Paper No. 2002-07

**Achieving Food Security:
The Role of and Constraints Faced by LGUs**

Liborio S. Cabanilla



The *PASCN Discussion Paper Series* constitutes studies that are preliminary and subject to further revisions and review. They are being circulated in a limited number of copies only for purposes of soliciting comments and suggestions for further refinements.

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Liborio S. Cabanilla
University of the Philippines

August 2002

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ABSTRACT

Implementation of national agricultural development goals was given a different impetus with the enactment of two landmark laws – the Local Government Code (RA 7160) and the Agricultural Fishery Modernization Act of 1997 (RA 8435). This paper is an attempt to understand more clearly, the role of, and constraints faced by Local Government Units in the pursuit of food security objectives. The analysis was done with the premise that food security is not the same as food self-sufficiency. Rather, it is the availability and affordability of food to all citizens in the country. Within this context, production of food (which mainly addresses the supply-side) is necessary, but not a sufficient condition for achieving food security especially at the household level. Poverty alleviation and income generation (which address the demand-side) are equally important elements. The paper argues that LGUs are effective convergence points for the often- disjointed national programs that ultimately lead to the achievement of food security. But more work has to be done in institutional and human resource development.

EXECUTIVE SUMMARY

Recognizing that strong and effective institutions are among the basic foundations for sustained economic development, this paper is an attempt to understand more clearly, the role of and constraints faced by Local Government Units in achieving food security. LGUs represent the state's most direct link with the country's constituents. Their familiarity with local conditions provides them an advantage in being able to identify what is best for their communities. They could be effective launching pads for national programs, including food security.

This paper is also part of a continuing effort to influence current thinking on the concept of food security. It adopts the view that food security is not the same as food self-sufficiency and that food production is necessary but not a sufficient condition for food security particularly at the household level. Efficiency dictates that food production must be pursued only up to the point where the marginal returns to domestic resources used in food production are equal to those in other uses. Through local planning, this requirement has better chances of being met.

Data used in the analysis were gathered from 10 provinces classified on the basis of their capacity to produce rice and corn – the main food products of the country. Five (Isabela, Nueva Ecija, Camarines Sur, Oriental Mindoro, and Bukidnon) were major grain producing and five (Laguna, Pampanga, La Union, Batangas, and Cavite) were non-major grain producing.

Section two of the paper provides a working definition of food security. It presents a brief review on the subject, and emphasizes the point that in pursuing food security programs, both the supply (availability) and demand (affordability) sides of the food security equation must be addressed. Past national production programs, from the Masagana 99 of the 70s and 80s, to the more recent variants of essentially the same program (e.g. Gintong Ani, Agrikulturang Makamasa) were all geared to address the supply side. By offering an alternative definition of food security, this section hopes to provide a framework in refocusing efforts that dwell on food security. For as shown by other counties, shifting emphasis from corn to livestock production, for example, may provide better economic opportunities, hence, more effectively address the demand side of food security.

Section three reviews national policy on food security. The enactment of two landmark laws – the Local Government Code (RA 7160) and the Agricultural Fishery Modernization Act (RA 8435) provide the legal basis in defining food security policy of the country. The general policy intentions are also etched in Executive Orders (e.g. EO 86) and manifested in government pricing policies. It was noted for example, that pricing policies tend to favor domestic production of rice corn, as indicated by the high levels of nominal protection rates accorded to these commodities. These indicators are consistent with the basic policy as defined, for example, in AFMA to wit: ***“The state shall promote food security, including sufficiency in our staple food, namely rice and white corn. The production of rice and white corn shall be optimized to meet our local consumption and shall be given adequate support by the State.”***

Section IV provides a review of the food security plans prepared by local government units. It describes the planning process, objectives and approaches; budget source and allocation; and, analyzes some of the problems LGUs have to deal with in pursuing their food security objectives. The following points were noted in the review:

- Local government units serve as the source of basic information (e.g. potential supply and demand balance) for the formulation of the National Food Security Plan. Information flows from the Municipal to the provincial, and finally to the national level.
- Poverty alleviation was the most frequently mentioned objective, and, as suggested by the strategies listed, will be achieved through increased agricultural production.
- In terms of budget allocation, rice and corn were given relatively high priority in all 10 provinces studied. This seems to be a natural consequence of a national budget that is biased for rice and corn in support to the national agenda of self-sufficiency in these commodities. This has provided low flexibility for LGUs in the pursuit of their food security plans, especially so because of their high dependence on the Department of Agriculture for funds. IRA shares were notably insufficient especially for the agriculture-oriented municipalities – a point that deserves a closer look in view of the claim by many Local Government Executives, that funds from the national government were not commensurate to the responsibilities devolved to local government units.

Other programs undertaken by LGUs that relate to food security are reviewed in Section V. Contained in RA 8425 (The Social Reform Agenda), these programs include delivery of social services and provision of public goods that increase citizens' entitlements. Although majority of these programs are not directly related to agricultural production, they represent, in our definition, the elements that affect the demand side of the food security equation. This topic was not sufficiently covered in this paper but it has attempted to increase awareness for the significance of addressing these concerns.

An important segment is the need to expand economic opportunities in the rural areas beyond the traditional bounds of agriculture. Francesca Bray (1986) provides a useful thought: “. . . despite its potential for responding positively to increases in labour inputs, the intensification of rice mono-culture is a far less efficacious way of absorbing labour and generating extra income than is economic diversification.” The national government provides the broad wherewithal – through macroeconomic and trade policy reforms – but the role of LGUs could not be ignored. They provide basic data for national planning and serve as important sounding board for local demands. Through the effective participation of LGUs, government intervention has better chances of being efficient, equitable, and sustainable.

But there are constraints that need to be addressed. Foremost among these, is budget. Poor local government units do not have sufficient funds to run existing programs, much less, for improving human resource capabilities in dealing with immediate and future concerns. There is often a mismatch between available and needed expertise in agricultural extension and planning services. Lack of flexibility in local plans often emanate from biases that are inherent in national fiscal policies. The emphasis for rice and corn has effectively curtailed options to expand other activities comparatively advantageous in local communities.

Two immediately actionable areas are the following:

1. Greater enabling mechanisms must be extended by the national government to LGUs in addressing their respective development needs. This includes but are not limited to the following:

- Provision of national funds for critical human development at the local level. Despite the IRA funds, many poor municipalities do not have sufficient revenues to support training needs of Agricultural Extension workers, and Planning Officers. The role of the latter is crucial in the wake of the increasing competition for the use of limited land resources.
- Assistance in looking for investors (both foreign and local) that may be able to provide start-up capital in developing economic activities that are inherently advantageous to the locality.

2. Foster stronger partnership between academic institutions and local government units in broad as well as specific areas of cooperation. cursory evidence suggests that where this partnership is strong, local development is relatively successful. In the United States, rural development efforts are anchored on a long-standing relationship between state universities and local government units. Collaboration could revolve around the following areas.

- Land-use/Economic Development Planning
- Community Organizing
- Technology generation/adaptive Research
- Technology Transfer
- Training Programs Relevant to Locality

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Achieving Food Security: The Role of and Constraints Faced by LGUs¹

By: **Liborio S. Cabanilla**²

(“. , if ideas are not coming from the masses, it is impossible to establish a good line, good general and specific policies and methods Without democracy, you have no understanding of what is happening down below; the situation will be unclear; you will be unable to collect sufficient opinions from all sides ; there can be no communication between top and bottom; top-level organs of leadership will depend on one-sided and incorrect material to decide issues, thus you will find it difficult to avoid being subjectivist; it will be impossible to achieve unity of understanding and unity of action, and impossible to achieve true centralism.” Mao Zedong (1974) cited in Sen, 1983)

I. Introduction

There are two laws enacted in recent times establishing the foundation for an increased role of Local Government Units (LGUs) in pursuing national development concerns that explicitly cover food security. **Firstly**, the Local Government Code (LGC) of 1991 (RA 7160), specifically states: *"Local government units shall endeavour to be self-reliant and shall continue exercising the powers and discharging the duties and functions currently vested upon them. They shall also discharge the functions and responsibilities of national agencies and offices devolved to them pursuant to this Code. Local government units shall likewise exercise such other powers and discharge such other functions and responsibilities as are necessary, appropriate or incidental to efficient and effective provision of the basic services and facilities enumerated herein"* (Section 17a of the LGC).

It is in this spirit that the enactment of this law has opened up new challenges for local government units. Among development practitioners and academicians, the LGC is considered as a major manifestation of a shift in development paradigm. Through this law, local government executives now carry a critical responsibility in planning and implementing development programs intended to improve societal welfare.

In the pursuit of agricultural development for example, delivery of extension services that used to be performed by the Department of Agriculture, is now devolved to LGUs. On the one hand, this is considered an appropriate move as it decentralizes decisions on matters pertaining to technology dissemination and, identification of appropriate development projects. With localized decision making, needs of the community are better identified, thus, appropriate technologies, and, projects, have better chances of being adopted. On the other hand, the new set-up could also be interpreted to mean less effective implementation of

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national development programs. As could be gleaned from Figure 1 below, the National Government Agency (NGA), in this case, the DA, no longer has operational control over the personnel working directly with the farmers. Here, the NGA's influence in LGU's decisions is mainly executed through the budgetary process since budget for agricultural development projects remains under the control of the Department of Agriculture.

Secondly, RA 8435 of 1997, otherwise known as the Agriculture and Fisheries Modernization Act (AFMA) also outlines the important role played by LGUs in agricultural development. Section 92 of RA 8435 for example, calls for a stronger collaboration between LGUs and State Universities and Colleges (SUC), in the generation and dissemination of new technologies. Furthermore, they are mandated to prepare their own Agriculture and Fishery Modernization Plan (AFMP) every year.

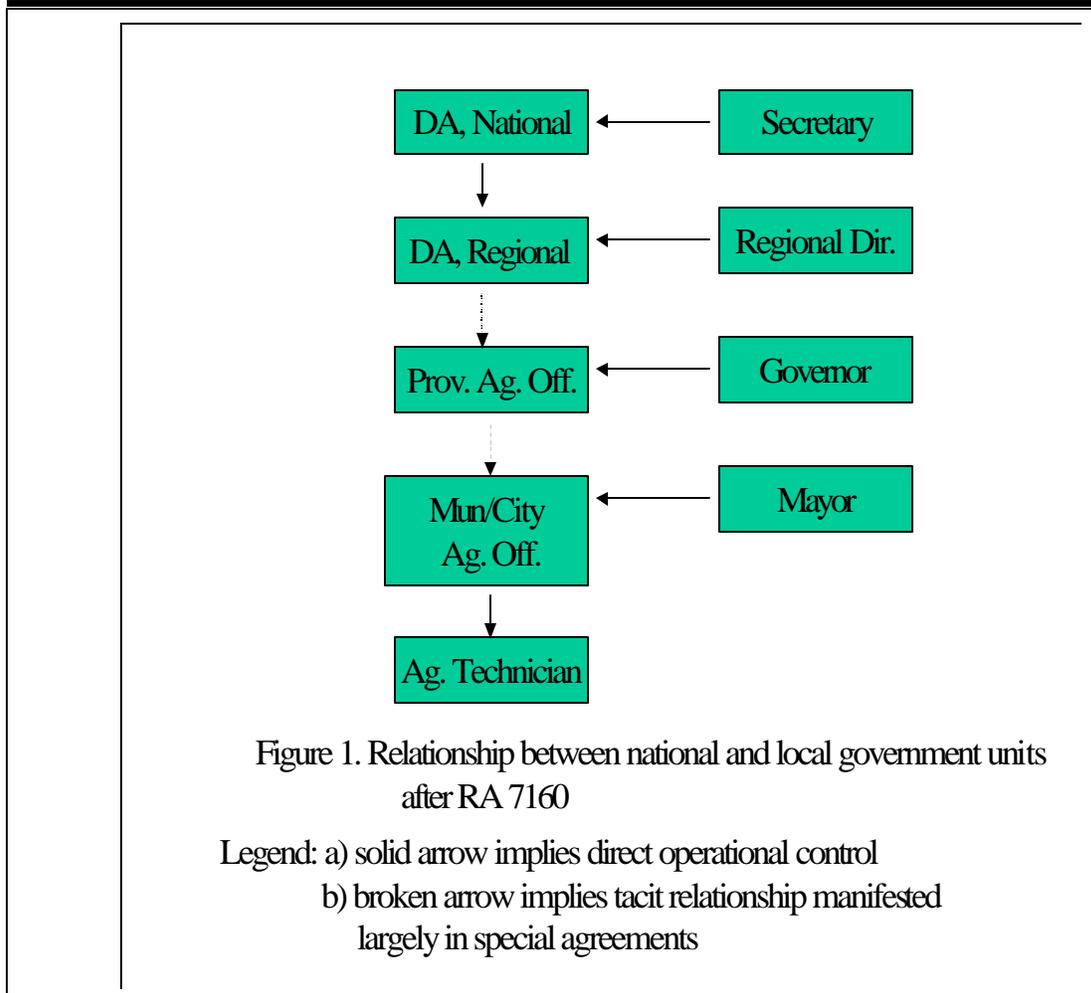
In addition to the programs called for by these two laws, a national Food Security Program requiring the active involvement of LGUs, was initiated in 1999 by former President Estrada. This effort is manifested in a "Food Security Covenant" signed by provincial governors on January 12, 1999 (Annex A).

Among other initiatives to pursue agricultural and rural development, the above strategies calling for an increased involvement of local government units are considered to have strong implications on the efficiency/inefficiency of resource allocation. For example, in view of the fact that many local government executives are observed to put low priority on agriculture (Alcober, et. al. 1994; Brown and Librero, 1995) one important question is whether or not the food security programs developed by LGUs are consistent with existing resource endowments within the locality under their political jurisdiction. In addition, these initiatives also test the capability of LGUs in managing programs designed to converge at the local level.

A decade has passed since the 1991 Local Government Code, and, more than four years since the AFMA of 1997 were enacted. It is interesting at this point to revisit the experience of LGUs in carrying out their tasks related to food security. Thus, this paper seeks to provide additional information in understanding the implications of giving more responsibilities to LGUs in the pursuit of agricultural development particularly in the achievement of food security objectives. Indirectly, it will test the hypothesis that the food security programs of LGUs are consistent with the resource endowments of each geographical area under the jurisdiction of LGUs.

The specific objectives of the paper are as follows.

- Describe in general, the process involved in drawing up the food security programs of provincial government units.
- Compare the Food Security Plans and programs of provincial government units taking into consideration stated targets and approaches.
- Determine the resource allocation (financial budgets, personnel and physical land areas) proposed in the food security plans.



- Describe in general terms the agricultural resource base of the Province.
- Provide insights on the efficiency implications of the food security programs drawn up by provincial governments.
- Highlight the major constraints faced by LGUs in pursuing their respective food security programs that may be inherent to the implementation of the local government code.

Data used in this study were gathered from ten provinces classified on the basis of their capacity to produce rice and/or corn – the main food products of the country. Five were major grain producing and five were non-major grain producing (Table 1). The Food Security Plan of each Province was the main source of data used in the analysis. This was supplemented by interviews with the Provincial Agricultural Officer (PAO) whenever feasible. Due to the wide variation in the nature and quality of data available, averaging of

numbers was not always feasible. In many instances, the analysis of specific issues was focused only on particular provinces where appropriate data are available.

Table 1. Rice/corn production and estimated consumption of the 10 sample provinces, 1995.

Province	Population	Estimated Production (In MT)	Population's Requirements (In MT)	Production Surplus/Deficit (Rice/Corn, In MT)
Major Grain Producers				
Palay		2,146,649	438,763	1,707,886
Corn		946,245	153,886	792,359
Isabela				
Palay	1,160,721	799,787	108,179.20	411,682
Corn	1,160,721	411,266	85,011	326,255
Nueva Ecija	1,505,827	877,849	140,343.08	430,259
Palay				
Camarines Sur	1,432,598	268,944	133,518.13	41,295
Palay				
Oriental Mindoro	608,616	200,069	56,723.01	73,322
Palay				
Bukidnon	940,403	534,979	68,875	466,104
Corn				
Non-Major Grain Producers				
Palay		497,353	667,736	(170,383)
Laguna	1,631,082	95,099	152,016	(90,202)
Palay				
Pampanga	1,635,767	216,829	152,453	(11,515)
Palay				
La Union	628,827	89,976	58,607	(122)
Palay				
Batangas	1,658,567	60,200	154,578	(115,448)
Palay				
Cavite	1,610,324	35,249	150,082	(127,170)
Palay				

Notes: Rice at 65% milling recovery; and at 93.2 kg. per capita consumption.

Corn at 73.24 kg. per capita consumption, based on national average.

Corn consumption: food and feeds use.

Sources: 1998 Philippine Statistical Yearbook
Bureau of Agricultural Statistics

II. Food Security Definition

For the purpose of this paper, we adopt, in a general sense, the World Bank definition of food security as the availability and affordability of food to all the citizens in a country. *"Its essential elements are the availability of food and the ability to acquire it"* (World Bank, 1986). In contrast to self-sufficiency, it allows for the option to procure food from the world market whenever the situation calls for it. ***With this definition, food production is considered important, but it could not, by itself, solve the food security problem particularly at the household level. Families could be food insecure amidst national food self-sufficiency.***

By the same analogy, even a country whose capacity to produce food domestically is close to nil, could be food secure for as long as it possesses the capability to procure its food needs from the world market. This definition is supported by the experience of countries like Singapore, Hong Kong, and the oil-rich Middle Eastern countries. Thus, by the same token, a political/geographical unit (e.g. province) within a country need not produce its total food requirement.

It is now well recognized that food insecurity is largely associated with poverty. As advocated by scholars in this field, (e.g., Schuh,1987; Mellor,1978; Timmer,1981; Sen,1986) food insecurity must be addressed through the creation of efficient income-generating activities particularly in the rural areas. Taken as an integral part of agricultural development, the emphasis in food policy should not be purely food production per se. Rather, *"it should be to improve the income of the rural population, which in most developing countries is still the main component of poverty"* (Schuh,1990 page 142). Available data strongly suggest that the very people engaged in food production are the ones who are relatively deprived of adequate food and nutrition (Table 2).

Table 2. Nutrition adequacy (%) by occupation of highest income earner, Philippines, 1993.

Occupation	Energy	Protein	Iron	Calcium
Professional	101	124.7	75.6	99.2
Large Farm Mgrs./owners	91.2	107.1	67.8	74.1
Small Farm Mgrs.	91.3	109.2	72.1	66.1
Share Tenants	86.9	100.9	60.9	61.0
Kaingineros	73.2	70.9	40.9	39.6
Small Fishermen	85.8	106.3	55.6	64.4

Source: FNRI as cited in Cabanilla (1997).

There are several implications of the above line of argument. Firstly, it underscores the point that food security as a national concern does not rest solely upon the shoulders of one government entity (e.g., Department of Agriculture). No agency monopolizes the means that enable the rural poor to improve their income potential, hence, their capability to procure more food. There is no doubt that agriculture remains to be the main source of livelihood among the majority of the rural households. However, many of the basic requisites that will increase productivity in their present economic activities are outside the domain of the agency mandated to directly oversee the affairs of agriculture.

Secondly, price policy alone, could not solve the problems faced by poor food producers and consumers. A price policy biased for a specific interest group may result in inefficient allocation of resources particularly the non-tradables. Likewise, to the extent that other industries are dependent on the food-producing sector, the price that is favorable to the food producers may put a drag on the growth of the dependent sector. This is the classic case of the dependence between livestock producers and corn farmers. Through forward and backward linkages, many other sectors of the economy may also be adversely affected. Direct price intervention is not an efficient solution to food security.

Thirdly, it underscores the role of the foreign market in resolving food security problems. This market could serve both as a source of food imports in times of domestic production shortages. It also serves as an important market for agricultural surplus, thus provides the foreign exchange revenues for other development needs. This point is crucial in the light of the country's membership in the World Trade Organization (WTO) and the Asia Pacific Economic Cooperation (APEC).

In short, resolving the food security problem involves a close scrutiny at the conditions affecting both supply and, demand. On the *supply side*, the concern is not limited to domestic production but foreign sources as well. On efficiency grounds, domestic food production should be pursued only up to the point where the marginal returns to domestic resources used in food production are equal to other activities. As argued elaborately by Timmer (1990, page 214), "*the US should not grow all of its sugar and bananas, Japan should not grow all of its wheat, and Europe need not grow all of its soybeans*".

Following the above argument, a provincial government need not produce all of the rice and corn needed by its political constituents. The efficiency losses brought about by the misallocation of resources at the margin will put a drag on the growth of the rest of the economy especially when the relative size of the inefficient industry is large. Very often, policies used to achieve self-sufficiency result in the expansion of domestic production toward marginal and fragile ecosystems, bringing about unsustainable agricultural production systems (Coxhead, 1996).

On the *demand side*, the affordability aspect is not solely reflected in low food prices, which, in absolute terms, benefit all food consumers regardless of income class. In fact, low food price policy, though it increases the real income of the landless farm workers and, poor urban consumers who do not have any link with staple crop production, may exacerbate the other important problem of inequality as this jeopardizes the income potential of many poor

food producers. Therefore, the emphasis should be in the provision of efficient income-generating activities among the poor households. This means sticking to the rules of comparative advantage – a principle that may not be clearly appreciated by local government executives who oversee their respective food security programs.

From a purely price policy perspective, it is useful to link recent approaches in food policy – the two more popularly known of which are: *production incentives* and, *basic needs*. The production incentives school emphasizes the need to “get prices right” (which usually meant raising agricultural prices), in order to increase farmers’ incentives to produce. The basic needs approach, on the other hand, stresses keeping food prices low in order to ensure that the poor could afford adequate diet (Eicher and Staatz, 1990 page 22).

But because of general and specific operational concerns faced by policy makers and development practitioners, the view must be expanded beyond the confines of price policy alone. Dealing with emergency food shortages such as those caused by adverse weather disturbances (e.g. 1995 Philippine rice crisis) is one case in point. For this, Amartya Sen (1990) proposes to deal with what is referred to as “acquirement problem”. This is a concept related to what has been referred to in Sen’s earlier work as “entitlement approach” (Sen, 1981). As enunciated, the entitlement of a person “*stands for the set of alternative commodity bundles that the person can acquire through the use of the various legal channels of acquirement open to someone in his position.*” (Sen, in Eicher and Staatz, 1990 page 191).

This could be interpreted of course, to mean that an individual’s entitlement (e.g. for food) is critically dependent on his initial endowments (of goods and resources including human capital) and, those made available through the provision of public and quasi-public goods. For the latter, targeted food distribution and price subsidy programs, and, public health programs, are important concerns.

This further brings to the fore, the respective roles played by the various units of government in pursuing food security, and, other objectives. For understandably, if the ultimate goal is to ensure availability and, affordability/accessibility of food to households, different policies and programs interact in a manner that is portrayed in Figure 1. At the national level, macro price and other macro policies create the national economic environment under which community or sub-national level programs could then be carried out. It is also under this same environment that local/sub-national market institutions operate. This, in turn, affects the entitlement of households at the local level. Directly linked with individual households, local government units, and, local market institutions, play a significant role in enhancing households’ food security but much of their success depends on the macro environment created at the national level. For example, fiscal policies determine to a large extent, available funds for local government units. Access to national development funds is also critical. All of these determine the capability of LGUs to provide public and quasi-public goods, thus, also influence household food security.

With the above definition of concepts as backdrop, we hope to tackle below, the role of and constraints faced by local government units in achieving food security objectives particularly at the household level. In the next section, we first discuss the national food

security agenda in order to provide a backdrop of the environment under which, local food security programs are pursued. Following the framework suggested in Fig. 2, the supply and the demand sides of food security are then discussed in Sections IV and V respectively.

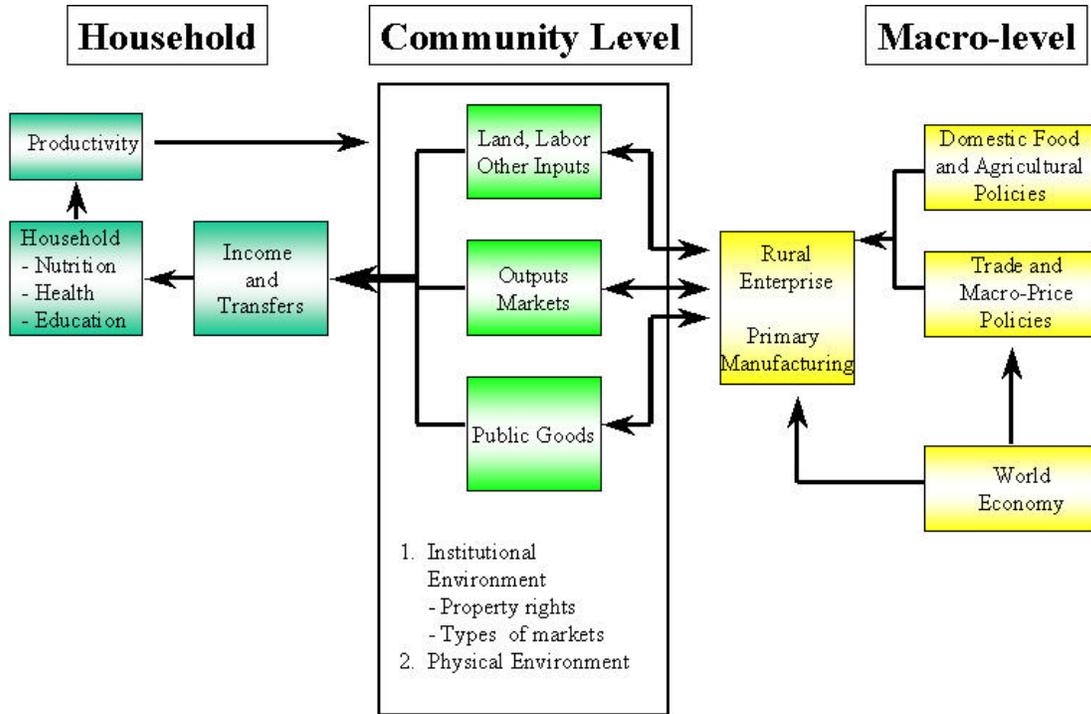


Fig 2. Interrelationship of factors affecting household food security

III. The National Food Security Agenda

The urgency of a national food security agenda has not been so strongly manifested in government policy statements until the major rice crisis in late 1995 following the widespread destruction of agricultural crops brought about by typhoon Rosing. These are contained in several official documents and presented in various public forums. A policy of self-sufficiency in rice and corn was announced in a multi-sectoral Food Security Summit organized by the government in March 1996. Recent major policy statements are etched in the Agriculture and Fishery Modernization Act (1997), and, the Governors' Food Security Covenant (1999). They are also reflected in a pricing policy biased in favor of rice and corn, amidst a liberalized trading environment. A brief discussion on these policy statements and pricing policy is presented in this section.

AFMA:

In 1997, the Agriculture and Fishery Modernization Act (RA 8435) was enacted declaring the country's national food security policy to wit: *“The state shall promote food security, including sufficiency in our staple food, namely rice and white corn. The production of rice and white corn shall be optimized to meet our local consumption and shall be given adequate support by the State.”* Some of the important provisions of this law that are relevant to our concern are the following:

Sec. 90: *The Role of Local Government Units.* – The LGUs shall be responsible for delivering direct agriculture and fisheries extension services.

The provincial governments shall integrate the operations for the agriculture extension services and shall undertake an annual evaluation of all municipal extension programs.

Sec. 111: *Initial Appropriation.* The eighth provision of Section 111 states: Six percent (of the P20 B total budget) shall be allocated for salary supplement of Extension Workers under the LGUs.

Furthermore, RA 8435 also provides for the establishment of mechanisms that enlist the participation of LGUs in addressing the demand side (e.g. human resource development, employment and income generation) of the food security equation. On this aspect, the following provisions address specific concerns related to the role of LGUs:

On Human Resource Development: Section 71 stipulates the counterpart funding from LGUs for promoting full employment through appropriate education and training programs. As stated, *“The LGUs shall, within two years from the effectivity of this Act, provide at least ten percent of the Maintenance and Other Operating Expenses budget for the operation of the provincial institutes within their area of responsibility.”*

On Rural Non-farm Employment and Rural Industrialization: Section 99 stipulates the participation of LGUs in providing rural non-farm employment. It states: *“The local government units shall bear the costs of promoting and monitoring the basic needs program for which their IRA shall be increased accordingly as recommended by the Secretary of the Department (DA).”* Section 101 on the other hand, authorizes local government units to undertake activities that will promote Rural Industrialization. Specifically, it states: *“Local government units are authorized to undertake investment and marketing missions provided that the costs of such missions are borne by the LGUs concerned.”* It states further: *“In making their land use plans, the LGUs, in consultation with the appropriate government agencies concerned, shall identify areas for industrial parks.”*

Governors' Food Security Covenant:

In 1999, the League of Governors expressed their willingness to support the national government's food security program through a covenant (see Annex A) signed during a food security workshop. In that covenant, it was specifically stated:

Cognizant of its roles and responsibilities in achieving the national targets necessary to achieve food security for the nation, specially for the poor, the participants to the Workshop hereby commit and pledge by undertaking a solemn covenant to achieve self-sufficiency in food production, particularly in rice by the year 2002, corn by the year 2003, and fish by the year 2004, and thereafter, to have a sustainable food surplus and in the process, ensure the upliftment of the standard of living of our farmers and fisherfolks by increasing their income above and beyond the poverty threshold.

Immediately following the signing of the food security covenant, the office of the president issued Executive Order 86. Signed on March 13, 1999, this 13-section Executive Order provides for the creation of the Food Security Councils at the National and Provincial levels. It also provides for the definition of the composition and functions of these Food Security Councils. For more details on funding and other relevant information refer to Annex B.

Pricing and Buffer Stock Policy

In addition to the above policy pronouncements, the government has installed a pricing policy that showed bias for rice and corn. We have noted elsewhere (Cabanilla and Calderon, 1998) for example, that in the 1990s, just about the time when the country was liberalizing its trade policies, there has been an observed shift in the protection accorded to agriculture relative to manufacturing. More specifically, within agriculture, intensity of protection was focused on three crops – rice, corn and sugar (Table 3) – a reflection of the bias that has emerged during the current policy regime.

Through the National Food Authority, the government has also exerted a strong influence in domestic as well as international trade in these commodities. Although private entities are now allowed to engage in foreign trade of rice and corn, permits have to be secured from NFA for this purpose. And, since NFA has the sole responsibility in maintaining a reasonable buffer stock for rice and corn, it continues to play an active part in domestic trading of these commodities.

IV. Local Government Units' Food Security Plans

The Planning Process:

With the enactment of the local government code in 1991, planning and implementation of programs have become important functions of local government units. In

Table 3. Trends in nominal protection rates of major agricultural commodities, 1970-1995 (%)^a.

Agricultural commodities	1970-79	1980-84	1985-89	1990-94	1995
Rice	-4	-13	16	19	65
Corn	24	26	67	76	150
Sugar ^b	5	42	154	81	104
Coconut products					
Copra	-17	-28	-6	0	0
Coconut oil	-4	-4	7	18	10
Dessicated coconut and copra cake and meal	-4	-4	0	0	0
Bananas, pineapple, tobacco, abaca	-4	-4	0	0	0
Pork	6	-9	43	31	44
Chicken	34	46	39	74	84

a - NPR is the percentage difference between domestic wholesale price and border price converted by the official exchange rate. The border price is an FOB export unit value for exportable products and the world price adjusted by 15% as a measure of CIF import unit value for importable products. In the case of pork and chicken, the import unit value of Singapore was used.

b - Weighted average of NPR on sugar exported to the US (ratio of export unit value to the US to the border) price and NPR on sugar for domestic use (ratio of domestic wholesale price to border price). Border price is the FOB world price of sugar adjusted by 15% to obtain the CIF price.

Source: David, Cristina C. 1996. Agricultural Policy and the WTO Agreement: The Philippine Case.

addition to the preparation of a Comprehensive Land Use Plan (CLUP), they are also mandated to prepare a yearly Food Security Plan. Even the Agriculture and Fisheries Modernization Act requires that the national modernization plan should evolve from the local level since the personnel whose services are crucial in the preparation and implementation of the plan are no longer under the operational control of the Department of Agriculture.

The preparation of local Food Security (FS) Plans begins at the Municipal Food Security Council (MFC). With the Mayor as Chair and the Municipal Agricultural Officer as Vice Chair, the Municipal Food Security Council is tasked to assemble the basic information required for the preparation of the Provincial FS Plan. The Municipal Agricultural Technicians (AT's) serve as the main work force in generating data, which include the following:

A. Production-related:

- a.1. Area planted to food crops and corresponding estimate of output
- a.2. Number of livestock and poultry and corresponding estimate of output
- a.3. Area of land used as fishponds and corresponding estimate of output (including marine fish)

B. Consumption-related:

- b.1. Population
- b.2. Estimate of food consumption based on latest per capita consumption in the area

C. Inventory of Physical Resources:

- c.1. Irrigation facilities
- c.2. Farm-to-market roads
- c.3. Post-harvest facilities
- c.4. Other relevant infrastructure facilities.

Based on the above data, the following information is generated:

- a. Food supply and demand balance including estimates of percent sufficiency level for each major food commodity
- b. Proposed intervention mechanisms to address specific concerns perceived from the information provided in (a) above. Very often, this includes raising productivity of land (for crops) through improved water management, better crop technology, farmers' training, and investments in other vital farm infrastructures. For some food commodities, expansion of area currently devoted to their production is proposed whenever this is feasible.
- c. Budgetary requirement for the proposed intervention. Since in most cases, the municipalities (specially the poor) do not have the financial resources to support the projects proposed, the budget prepared is at best, an indicative budget. Except for a few projects that are sometimes funded by congressmen using their countryside development funds (CDF), sourcing of funds particularly those from National Government Agencies (NGA) are worked out at the provincial level.

The next step is for the municipal food security plan to be endorsed by the Mayor to the Provincial Food Security Council. The Provincial Food Security Council assembles and approves the municipal food security plans.

After the Food Security Plan is approved, it is endorsed to the Sangguniang Panlalawigan to legitimize budgetary allocation for the projects proposed in the plan. Finally, this is endorsed by the Provincial Food Security Council, headed by the Governor, to the National Food Security Council headed by the President of the Philippines. At the

provincial level, projects are prioritized for purposes of budgetary allocation. With serious budgetary constraints, only those considered high priority, are funded by LGUs. The rest, are submitted for consideration by the National Food Security Council.

The FS Plan of the Study Areas:

In this section, we discuss the major points in the food security plans of the ten provinces included in this study. For a better appreciation of the circumstances under which the plans have been prepared, a general description of the characteristics (with particular focus on land resource, population and food products), of each province is first discussed. It is interesting to note that, as shown in Table 1 above, the total excess production of the five major grain producing provinces more than covers the total deficit of the other five non-major grain producing provinces.

Starting with the latest available census data, we note that the major grain producing provinces are more endowed with natural resources. Table 4 shows that of the 1.7 million hectares of agricultural lands under the jurisdiction of the 10 provinces (based on 1991 census of agriculture), 76 percent belonged to the five major grain producers. Thus, the total area for temporary (e.g. rice and corn) and perennial (e.g. coffee) crops was much larger among the major grain producers. Likewise, 76 percent of the total irrigated land was found in the major grain producers with Nueva Ecija and Isabela having the largest share. Around 80 percent of the total area planted to rice and 94 percent planted to corn were found in the major grain producing provinces. And, close to 60 percent of the total number of permanent crops planted were found in the major grain producing provinces.

Commercial livestock production, however, appears to be concentrated in the non-major grain-producing provinces. Inventory of hogs and chicken, the two most commonly grown animals in commercial scale, is concentrated in the non-major grain producing provinces with Batangas and Laguna having the largest inventory. This information from the latest census data, suggests, that among the major grain producing provinces, the mix of output produced was relatively land-based (or land-extensive) while among the non-major grain producers, the system of production was concentrated on land-intensive commodities like commercial hogs and poultry.

Generally, this is consistent with data taken from the Food Security Plans of the study provinces. Table 5 presents a summary of the general characteristics of the 10 provinces in terms of land area, population, and main food commodities produced, based on data from the provincial Food Security Plans.

Population density per unit of available agricultural land is much higher among the non-major grain producing provinces. On the average, the number of people supported by a hectare of agricultural land among the major grain producing provinces is four (4) compared to 14 among the non-major grain producing provinces. It appears that the comparative advantage of the non-major grain producing provinces lies not on land-extensive production systems but rather on intensive systems. These include confined livestock and poultry raising and intensive high value crop production.

Achieving Food Security: The Role of and Constraints Faced by LGUs

Table 4. General characteristics of the agricultural sector, by province, based from 1991 census of agriculture.

Characteristics	Major Food Producers						Non-Major Food Producers						All Provinces
	Isabela	Nueva Ecija	Camarines Sur	Oriental Mindoro	Bukidnon	Sub-total	Laguna	Pampanga	La Union	Batangas	Cavite	Sub-total	
Area of Farm by Land Use (has.)													
All Classes	261,684	223,853	285,178	147,698	374,345	1,292,758	85,998	91,241	42,116	132,474	51,528	403,357	1,696,115
Arable Lands													
Planted to temporary crops	228,664	201,974	107,585	57,665	281,814	877,702	30,600	80,360	32,226	67,762	26,368	237,316	1,115,018
Lying idle	2,045	1,427	2,251	2,163	13,425	21,318	435	890	1,031	862	379	3,597	24,915
Planted to Permanent crops	19,368	12,441	171,554	83,686	55,937	342,986	53,037	8,330	5,536	57,691	23,383	147,977	490,963
Under permanent meadows/past.	5,932	1,991	921	2,072	17,104	28,021	143	57	842	2,582	265	3,889	31,910
Covered with forest growth	765	1,043	582	734	2,371	5,500	343	10	1,038	1,573	59	3,023	8,523
All others	4,905	4,972	2,271	1,377	3,693	17,228	1,439	1,593	1,444	2,077	1,074	7,627	24,855
Irrigated Farms (has.)	112,634	150,855	63,596	46,014	56,377	429,476	22,662	67,120	20,913	8,387	13,986	133,068	562,544
Area Planted (has.)													
Palay	228,756	289,636	145,852	79,947	70,453	814,644	37,123	84,959	31,654	32,442	21,144	207,322	1,021,966
Corn	161,381	3,260	33,199	6,011	258,918	462,775	1,205	5,658	1,848	15,668	3,131	27,510	490,285
Number of Productive Trees/Hills													
Banana	3,756,510	653,480	3,788,675	4,771,630	2,005,004	14,975,305	1,593,363	703,995	557,589	2,451,991	1,860,907	7,167,845	22,143,148
Coconut	372,129	136,651	13,338,371	3,909,503	851,891	18,608,545	4,150,319	74,845	50,928	2,915,478	665,714	7,857,284	26,465,829
Coffee	116,303	12,863	971,415	607,090	14,893,824	16,601,500	1,753,845	42,342	17,560	2,049,128	9,682,668	13,545,543	30,147,043
Mango	183,260	126,562	171,882	147,035	104,621	733,360	56,163	65,982	51,541	339,208	58,349	571,243	1,304,603
Livestock and Poultry (no. of head)													
Carabao	117,316	70,010	77,181	35,725	61,097	361,336	11,361	39,101	34,057	24,129	6,887	115,535	476,871
Cattle	52,988	37,163	36,401	33,954	77,245	237,757	14,577	4,773	22,653	92,173	29,604	163,780	401,537
Hogs	186,434	144,355	153,324	60,464	154,162	698,739	227,588	97,098	70,295	335,045	114,777	844,803	1,543,542
Goat	18,712	64,451	19,501	22,552	53,107	178,333	7,823	12,431	41,484	61,636	6,072	129,446	307,779
Chicken	1,471,586	4,302,840	1,559,342	558,536	1,225,749	9,118,053	5,843,402	5,106,701	474,893	8,981,106	1,046,466	21,452,568	30,570,621
Ducks	542,354	1,189,148	223,006	146,278	153,999	2,254,785	768,001	880,091	37,993	54,188	24,532	1,764,805	4,019,590

Province	Land Area (ha.)		Population			Main Food Commodity ⁴			
	Total	Agriculture	Number	Growth (%/yr.)	Density ⁵ (per ha.)	R	C	V	L
Major Grain Producer	3,666,023	1,605,377 (54)	5,759,265	1.71	4				
Isabela	1,321,700	388,800 (29)	1,208,367	1.35	3	A	A	B	B
Nueva Ecija	550,718	300,000 (54)	1,505,827	2.70	5	A	B	A	B
Camarines Sur	526,682	285,165 (54)	1,432,598	1.87	5	A	B	B	A
Oriental Mindoro	436,545	158,335 (36)	608,616	1.91	4	A	B	B	A
Bukidnon	829,378	473,077 (57)	1,004,057	2.05	2	B	A	B	A
Non-major Grain Producer	1,002,637	528,846 (53)	7,585,512	3.20	14				
Laguna	175,973	86,062 (49)	1,658,977	4.51	19	A	B	B	A
Pampanga	218,068	140,925 (65)	1,684,544	2.31	12	A	B	B	A
La Union	149,309	35,354 (24)	628,827	1.72	18	A	B	B	A
Batangas	316,581	188,049	1,741,171	2.75	9	B	B	A	A
Cavite	142,706	78,456 (55)	1,871,993	4.70	24	B	B	A	A

Data gathered also suggest that among the non-major grain producing provinces, agriculture could no longer serve as the major source of livelihood. Table 6 shows that only a very small fraction of the labor force remains to be employed in agriculture. With population growing at a relatively high rate, it is expected that in the long run, food security objectives in the non-major grain producing provinces be more focused on the demand, rather than the supply side of the food security equation. Self-sufficiency in many basic food staples would not be feasible among these provinces. It is further expected that the non-major grain producers, specially Cavite, Laguna, and Batangas where opportunity cost of land has become relatively high due to rapid urbanization, will continue to specialize in the land-intensive production systems (e.g. livestock and poultry). They will likewise be expected to emphasize development of sources of income outside agriculture. There are indications towards this direction, but as will be noted in the next section, emphasis on production of basic staples is still evident.

³ Source of data: Provincial Food Security Plans (1999-2000)

⁴ R = rice, C = corn, V = vegetables, L = livestock and fish

A = major commodity, B = minor food commodity

⁵ Density = population/agricultural area

Table 6. Total labor force and employment in agriculture, ten provinces

Provinces	Total	Labor Force		% agri	% non-agri
		Agriculture	Others		
Major Food Producers					
Isabela	830,000	521,240	308,760	62.80	37.20
Nueva Eciha	888,438	426,450	461,988	48.00	52.00
Camarines Sur	707,000	396,000	311,000	56.01	43.99
Oriental Mindoro				54.00	46.00
Bukidnon	478,000	329,000	126,000	68.83	26.36
Non-major Food Producers					
Laguna (1989)	505,000	43,000	462,000	8.51	91.49
Pampanga	985,736	246,434	739,302	25.00	75.00
La Union					
Batangas (1997)	610,000	181,000	429,000	30.66	69.34
Cavite (1994)	428,000	74,000	354,000	17.29	82.71

Source of data: Provincial Food Security Plans

Objectives and Approaches

The Food Security Plans prepared by LGUs are very much in line with what has been called for in the Executive Order No. 8 issued by President Estrada on March 13, 1999. Provinces have formed their respective Food Security Councils (see Annex C for a sample composition of a Provincial Council on Food Security). And, in at least one among the ten provinces, the governor and all the city and municipal mayors signed a Food Security Covenant (Annex D) as a manifestation of their joint efforts to pursue a food security program. Furthermore, to encourage full participation by municipalities, a search for the Best Performing Municipal Food Security Council was initiated in one among the 10 provinces (Annex E for a sample).

It is notable, however, that in the Food Security Plans made available, objectives and approaches expressly state their intention to address primarily the **supply side** of food security. Although increased income and poverty alleviation among farm households is the most frequently mentioned objective in the Food Security Plans (Table 7), approaches proposed were mostly those that address production-related or supply-side problems (Table 8). It is therefore implicit in the plans gathered that increasing food production is the major approach used to increasing farm families' incomes. Even in the search for the Best Municipal Food Security Council, the criteria used for evaluation also show some bias for rice (Annex F).

Table 7. Summary of objectives of food security programs, selected provinces.

Objectives	Isabel a	Nuev a Ecija	Cam. Sur	Or. Min.	Bukidn on	Laguna	Pampan ga	La Union	Batan gas	Cavite	Total
Poverty alleviation	X	X	X	X	X	X	X	X	X	X	10
Increase rice/corn production	X	X	X				X		X	X	6
Increase fish production	X	X	X		X	X			X	X	7
Crop diversification		X									1
Self sufficiency in rice/corn				X	X	X	X	X			5
Increase livestock/poultry production				X		X					2
Promote/increase vegetable/high value crop production				X		X			X	X	4
Increase coconut production				X							1
Viable agriculture industry					X						1
Self sufficiency in livestock & other crops					X			X			2
Export livestock and agricultural products					X						1

Table 8. Food security strategies by province, 2000.

Strategies	Major Food Producing Provinces					Non-Major Food Producing Provinces					Total
	Isabela	N. Ecija	Cam. Sur	Or. Min.	Bukidnon	Laguna	Pamp.	L. U.	Batang.	Cavite	
1. Technical assistance on appropriate technology	X	X	X	X	x	x	x	x	x	x	10
2. Capability building (technicians, farmers, fisherfolks)	X	X	X	X	x	x	x	x	x	x	10
3. Information dissemination	X	X	X	X	x	x	x	x	x	x	10
4. Provide post harvest facilities	X	X	X	X	x	x		x	x		8
5. Construct/rehabilitate irrigation facilities	X	X	X	X	x	x			x	x	8
6. Build farm to market roads	X		X	X		x	x	x	x		7
7. Provide hybrid seeds/HYV's	X	X	X		x	x		x		x	7
8. Marketing support (market matching, price monitoring, etc.)		X		X	x	x	x			x	6
9. Cooperatives/group organizing	X			X	x	x	x	x			6
10. Access to low interest rate loans											
11. Proper land use/zoning		X		X	x					x	4
12. Provide farm inputs at low cost	x						x				2
13. Develop inland aquaculture				X		x					2
14. Accurate MIS		X								x	2
15. Promote livestock breeding						x	x				2
16. Research						x				x	2
17. Farm mechanization			X						x		2
18. Efficient land use				X							1
19. Land rehabilitation							x				1
20. Develop urban agriculture						x					1

Source: Food Security Plans, various provinces.

The allocation of budget among the major food commodities contained in the Food Security Plan of each province also indicates the bias for rice. Among the major food producing provinces, more than 70 percent of their budget for food security program, have been earmarked for rice (Table 9). It is interesting to note, however, that in some of the non-major grain producing provinces, a relatively smaller proportion of their total budget have been earmarked for rice. Instead of concentrating on rice, a number of them have shown plans of diversifying output by giving relatively more focus on fisheries and high value commercial crops (e.g. vegetables, coffee). Cavite and Batangas, for example, have been known for their practice of inter-cropping and multi-storey cropping of perennial and annual high value crops. Laguna, another rapidly urbanizing province, has indicated in its plan, to pursue urban agriculture. This observation is generally consistent with our concept of allocating resources more efficiently. For as could be seen in Table 10, the profitability of rice in the non-major grain producing provinces is very low relative to the opportunity cost of land.

Budget Sources:

Funds for specific activities in the food security plan of LGUs normally come from both internal and external sources. Those coming from internal sources are tax collections (e.g. real property tax, business tax and licenses) and revenues from miscellaneous and capital investments. Sources of external funds, on the other hand, are from IRA shares, and, project-specific funds made available by the Department of Agriculture.

a. Internal Revenue Allotment

The IRA share of LGUs represents a relatively large proportion of their annual budgetary allocation but as mandated by law, only 20 percent of their IRA share could be earmarked for development-oriented projects. In Oriental Mindoro for example, P272 million (or 86%) of the P314 million budget of the provincial government in 1999 came from its IRA share. However, the province could only allocate P54 million of this, to its Economic Development Fund (EDF). Of this amount, P5.1 million or roughly 10 percent of the provincial EDF was allocated to its Food Security Program. The rest was allocated to social services (e.g., health and nutrition) and other Economic Development Projects (e.g., livelihood, infrastructure), and other special programs (e.g., feasibility studies and consultancy services).

The same is true for each of the constituent municipalities -- each has the ir respective IRAs and corresponding EDF. For illustration purposes, the 14 municipalities and one city in Mindoro had a total IRA share of P505 million in 1999 and a corresponding EDF allocation of P101 million (Table 11). Using this data to emphasize a constraint faced specially by relatively poor agriculture-oriented municipalities, we reiterate here, a problem we have posed in an earlier paper (Cabanilla, 1996). Note for example, that the town of Naujan, with a land area roughly twice that of Calapan, had an IRA share that is only roughly a third of the latter's. The last column of Table 11 shows, in fact, that in all of the municipalities of Mindoro, Calapan had the biggest IRA share per unit of land area. Considering that Calapan is a much more progressive City, the current allocation system will likely perpetuate the gap in economic opportunities between relatively poor and rich municipalities.

Table 9. Percentage share of budget allocation by commodity programs (Pmillion).

Provinces	Commodities							Total
	Rice	Corn	Fruits & Nuts	HVCC	Fisheries	Livestock	Others	
Major Food Producers	71.14	7.08	0.33	3.68	8.67	9.10	-	100
Isabela	87.14	9.94	-	-	2.93	-	-	100
Nueva Ecija	41.92	-	1.16	-	6.43	50.49	-	100
Camarines Sur	60.93	6.72	-	-	32.35	-	-	100
Oriental Mindoro	91.32	0.11	0.46	6.38	1.12	0.61	-	100
Bukidnon	74.41	18.16	-	6.51	0.04	0.88	-	100
Non-major Food Producing	39.28	3.76	0.26	31.76	14.77	9.39	0.77	100
Laguna	40.78	-	-	44.98	4.34	7.99	1.92	100
Pampanga	53.33	12.18	4.92	4.78	7.05	17.74	-	100
La Union	63.01	-	-	8.65	9.05	19.30	-	100
Batangas	15.45	8.04	0.32	52.40	22.54	-	1.25	100
Cavite	32.84	-	-	6.05	58.82	2.29	-	100

Notes:

1. Nueva Ecija - 1999 data
2. Nueva Ecija, fruits and nuts includes mango only
3. Laguna, high value commercial crops includes vegetables, rootcrops and black pepper
4. Laguna, others means urban agriculture
5. Batangas, others, includes cutflowers, and coffee and coconut based products

Table 10. Comparison of farm income and opportunity cost of land, per hectare, 10 sample provinces.

Province	Market Value of Land ₱/Hectare	Opportunity Cost of Land*		Annual Net Income From Production Per Hectare**
		Time Deposit 11%/annum	Lending Rate 22%/annum	
Major Food Producers				
Isabela	500,000	55,000	110,000	
Palay				34,786
Corn				26,868
Nueva Ecija (Palay)	3,000,000	330,000	660,000	22,642
Camarines Sur (Palay)	1,000,000	110,000	220,000	21,484
Oriental Mindoro (Palay)	2,000,000	220,000	440,000	22,228
Bukidnon (Corn)	2,000,000	220,000	440,000	20,650
Non-Major Food Producers				
Laguna (Palay)	10,000,000	1,100,000	2,200,000	22,228
Pampanga (Palay)	1,000,000	110,000	220,000	22,642
La Union (Palay)	2,000,000	220,000	440,000	29,100
Batangas (Palay)	7,500,000	825,000	1,650,000	22,228
Cavite (Palay)	7,500,000	825,000	1,650,000	22,228

Note: * - Based on interest earnings if land market value were deposited in the bank

** - Based on Regional cost and return estimates of Bureau of Agricultural Statistics, irrigated rice.

Net returns above cash and non-cash costs, imputed cost (depreciation, rental value of owned land, etc.) are not included, and on two-cropping seasons.

Table 11. Land Area, Rice Production and IRA share by municipality, province of Mindoro, 1999.

Municipality/City	Land	Rice Production		Internal Revenue Allotment	
	Area (hectares)	Area harvested (hectares)	Output (mt)	Share (pesos)	(IRA/Total Land Area)
Baco	24,170	4,245.50	12,923.10	19,493,241	807
Bansud	26,000	4,249.50	17,565.67	24,080,574	926
Bongabong	49,820	4,914.00	16,742.68	36,338,392	729
Bulalacao	30,512	1,512.00	5,502.80	20,645,855	677
Calapan City	26,520	15,512.00	60,507.76	160,326,214	6,045
Gloria	23,080	4,166.00	15,431.81	23,123,357	1,002
Mansalay	51,310	5,021.00	19,050.30	27,374,749	534
Naujan	52,800	27,562.00	110,546.01	42,489,110	805
Pinamalayan	27,730	6,043.50	29,143.86	33,387,181	1,204
Pola	13,020	1,228.00	4,954.50	18,693,468	1,436
Puerto Galera	22,350	-	-	17,715,717	793
Roxas	8,710	2,858.00	11,477.55	18,839,593	2,163
San Teodoro	36,910	636.00	1,901.13	18,127,924	491
Socorro	14,940	4,220.00	19,497.16	20,254,721	1,356
Victoria	28,600	7,503.00	29,995.38	24,218,896	847
Total	436,472	89,670.50	355,239.71	505,108,992	1,157

Source: PPDO, Mindoro

While the IRA share is an important source of fund for development projects of LGUs, the current allocation system is systematically biased against the relatively poor, agriculture-oriented localities even if they are important food producers as illustrated by the case of Calapan and Naujan. Note that in this case, Naujan produces twice the rice output of Calapan.

b. Department of Agriculture

Local government units could access funds from the Department of Agriculture through existing national programs. Irrigation investments, for example, need approval by the National Irrigation Administration (NIA), and budget for specific crop production will have to come from DA's programs (e.g. Gintong Ani during the Ramos administration and Agrikulturang Makamasa during the Estrada administration). Among these are:

- Plant-now-pay-later for rice: A credit program coursed through NFA for the purchase of certified seeds.
- Credit program for high value crops (e.g. mango, durian, vegetables, etc.)
- Shallow Tubewell for rice: A credit program for the acquisition of shallow tubewell pumps payable in five years.

- Post-harvest Facilities:
- Farm-to-market roads: A program coursed through the DPWH, the agency that undertakes construction.
- Livestock dispersal.

In addition to the above source of funds for specific projects, the DA also provides incentive allowances to Agricultural Technicians to ensure that national priority programs are well implemented at the local level. Quite obviously, the amount available for these programs and the ease by which they are accessed, exert a strong influence in the Food Security Plans of LGUs. As pointed out by David (2000), bulk of the annual budget of the Department of Agriculture is allocated to rice. Thus, it is not surprising to note that LGUs continue to put high emphasis on rice in their Food Security Plans.

c. Other Sources

In some instances, funds are made available from the countryside development fund of congressmen. However, quite often, the donating congressman, exert some influence on the utilization of such funds. Others have their own additional regular source of budget. A good example of the latter is La Union, a regular recipient of funds provided for by RA 7171 otherwise known as the Tobacco Excise Tax. This is a case we need to discuss briefly because aside from the nationwide attention it elicited during the impeachment trial against former President Estrada, it is also a significant source of funds for agricultural development.

Data made available show that from 1994 to 1999, the province of La Union got a total allocation of P690 million pesos which was allocated to specific development activities like: cooperatives development, livelihood development, agri-industrial development, and infrastructure projects. It is interesting to note, however, that out of the total allocation, only P261 million was actually released by the national government to the province (Table 12). At this point, we note this to be one constraint faced by LGUs. Funds that legally belong to them, which could be used for developmental purposes could not be effectively put to use because these are not released by the national government for no apparent reason.

We close this discussion on sources of budget with a note that the biggest contribution of LGUs (particularly at the municipal level) to the food security budget comes in the form of salary of personnel directly in charge with the food security plan both in the preparation and implementation stages. Estimates provided by Municipal Agricultural Officers (MAO) interviewed indicate that this amount represents roughly 90 percent of their budget for agriculture. We also note that since the salary of these employees are paid out of the IRA share of the Municipalities where they are assigned, complaints of low compensation are common specially in poor Municipalities. There is a perceived big gap between the compensation package of agricultural technicians devolved to poor municipalities on the one hand, and those in progressive municipalities and, those retained in national government agencies, on the other. Even opportunities for

career advancement (e.g. training) are claimed to have thinned out for the devolved personnel in the poor municipalities, thus, jeopardizing future extension programs.

Table 12. Allocation and releases of RA 7171 funds (in pesos) to the province of La Union, 1994-1999.			
Year	Allocation	Releases	Balance
1994	119,910,690	36,924,000	82,986,690
1995	100,119,553	45,291,690	54,827,863
1996	107,357,311	54,333,461	53,023,850
1997	131,081,446	13,597,245	117,484,201
1998	107,691,290	61,783,000	45,908,290
1999	123,570,110	49,428,000	74,142,110
1994-1999	689,730,400	261,357,396	

Source: Provincial Planning Office, La Union

V. Other LGU Concerns Related to Food Security

In the foregoing section, we have underscored the fact that Provincial Food Security Plans examined in this study, addressed primarily the supply side of the food security equation. It is important to note, however, that LGUs are empowered by law to address the minimum basic needs of their constituents, an effort that address the demand side of the food security equation. Thus, in this section, we briefly discuss other LGU concerns related to the demand side of food security, most of them contained in the Philippine Social Reform Agenda (SRA).

The country's Social Reform Agenda as embodied in RA 8425 of 1997 spell out the role of LGUs in addressing the three sets of Minimum Basic Needs (MBN) of the citizenry. These are: (a) survival needs (food and nutrition; health; water and sanitation; clothing), (b) security needs (shelter; peace and order; public safety; income and livelihood), and, (c) enabling needs (basic education and literacy; participation in community development; family and psychosocial care).

As outlined in Section II above, we view these needs as those that address, generally, the access/demand side of the food security equation. In Sen's view, this defines the extent of LGU's role in influencing household's entitlements. It is in this light

that we find it useful to briefly discuss in this section, the current efforts undertaken by LGUs in this aspect.

In essence, the spirit of RA 8425 is to make local governments the convergence point for national programs related to social reform and poverty alleviation. Based on available documents, we note the following:⁶

- a) The SRA covers nine flagship programs with corresponding a package of commitments to wit:
 - Agricultural development for the farmers and landless rural workers in the lowland and upland ecosystems.
 - Fisheries and aquatic resources conservation, management and development for the fisherfolk in the coastal ecosystem.
 - Socialized housing for the urban poor in the urban ecosystem.
 - Workers welfare and protection for workers especially in the informal sector across ecosystems
 - Comprehensive and integrated delivery of social services for women, disadvantaged children, youth and students, elderly, persons with disabilities and disaster victims across ecosystems.
 - Expansion of credit for all sectors across ecosystems.
 - Livelihood for all sectors across ecosystems.
 - Institution-building and effective participation in governance.

- b) Each flagship program at the national level is led by an agency referred to as Flagship Champion (e.g. DA for Agricultural Development and DOLE for workers welfare and protection).

- c) At the local level, counterpart teams are organized to pursue each flagship program. In Mindoro Oriental, for example, clusters of teams whose membership comes from agencies whose areas of interest fall within the flagship program represented by the cluster, are organized. To illustrate, the Mindoro Agriculture Cluster in charge with agricultural development, is made up of the following member agencies:
 - **Office of the Provincial Agriculturist** (lead convenor)
 - Office of the Provincial Veterinarian
 - Bureau of Agricultural Statistics
 - National Food Authority
 - Philippine Coconut Authority
 - Fiber Development Authority
 - National Seed Quality Control Services
 - Agricultural Training Institute
 - Agricultural Development Center
 - Oriental Mindoro Agricultural Experiment Station
 - Southern Tagalog Integrated Agricultural Research Center

⁶ For details, the reader is referred to “Major Policy Directives in the Implementation of the Social Reform Agenda”, a publication of the office of the President’s Social Reform Council Secretariat.

- Department of Science and Technology
- d) An effective delivery mechanism for the minimum basic needs approach is outlined in Executive Order No. 443 (Sept. 24, 1997) which provides for the adoption of a Comprehensive and Integrated Delivery of Social Services (CIDSS). For this purpose, a Provincial Inter-Agency Committee (PIAC) composed of the following members is created:
- Provincial Social Welfare and Development Officer;
 - Provincial Health Officer; DOH Representative;
 - DECS Superintendent;
 - Provincial Local Government Operations Officer;
 - Provincial Environment and Natural Resources Office;
 - DTI Representative;
 - Provincial Planning and Development Coordinator;
 - Basic Sector Provincial Representatives;
 - DOLE Provincial Representative; and,
 - Provincial Agriculture Officer.
- e) In an effort to monitor the anti-poverty alleviation program, some provinces have organized committees for this purpose. In Oriental Mindoro, a Provincial Coordinating and Monitoring Committee of the “Lingap Para Sa Mahirap” – the province’s anti-poverty alleviation program -- was formed with membership coming from the following agencies:
- Provincial Planning and Development Office (Chair)
 - Provincial Social Welfare and Development Office (Vice-Chair)
 - Department of Social Welfare and Development
 - Provincial Health Office
 - Department of Health
 - National Food Authority
 - Cooperatives Development Authority
 - Provincial Agriculture Office
 - Department of Interior and Local Government

It is clear therefore, that while the food security plans examined in this study primarily addressed the supply side of food security, local governments, nonetheless, exercise a very crucial role in addressing the demand side. The poverty alleviation program that they are mandated to undertake is, a comprehensive approach dwelling primarily on the three sets of minimum basic needs namely: **survival needs, security needs, and enabling needs**. This involves a collective effort among government and non-government agencies, and private institutions where the capability of LGUs to harness the participation from these sectors is crucial. Apparently, it is in this area and in the preparation of comprehensive plans where majority of the LGUs need assistance. In-house capability to prepare good quality plans is severely lacking in many LGUs. The

capability of Local Government Executives in harnessing efforts (e.g. of various agencies) in pursuing a common goal is equally crucial in this regard.

Community-wide participation is equally crucial and LGUs must learn to harness the human resources available within their respective areas of jurisdiction. For in the long term, it is the participation of citizens that ensures relevance and, success of plans developed at the local level. In developed countries like the United States, where this writer has the opportunity to observe, citizens' participation in the local planning process is predominant. Continuous involvement of educational institutions (e.g. Purdue University in the state of Indiana) in assisting (e.g., training in leadership, and, local planning) LGUs, is also apparent.⁷

VI. Concluding Comments

As enunciated in Section II above, this paper has adopted the view that food security is not self-sufficiency in rice and corn. Contrary to official policy pronouncements, income generation, either on farm or non-farm, is what matters more than purely food (e.g., rice and corn) production, for the latter largely addresses the supply side of food security. Because of the inherent characteristics of cereal foods, programs that expand supply oftentimes decrease rather than increase farmers' incomes unless the state is willing and financially able to support farm income. As Francesca Bray (1986) argued convincingly, “. . . despite its potential for responding positively to increases in labour inputs, the intensification of rice mono-culture is a far less efficacious way of absorbing labour and generating extra income than is economic diversification.”

In a highly globalized world economy, food trade is an efficient recourse to addressing the supply side of food security, giving small countries the opportunity to fully exploit their comparative advantage. Thus, it is not surprising that a number of countries that used to export corn (e.g. Thailand) have become corn importers, enabling them to export livestock instead. The role of LGUs in this regard, lies in their familiarity with what is best in their respective localities.

Food security has been portrayed in policy pronouncements as a national concern but clearly, local government units play an important role in both planning and implementation aspects. They are the main sources of basic data used in formulating the national Food Security Plan. Having a direct link with producers and consumers, they likewise serve as the frontline implementers of the plan. We submit, however, that maintenance of national buffer stock of food should remain with the national government.

In this paper, we reviewed the FS plans prepared by local government units represented by 10 provinces -- five of them being major grain producers and five non-major grain producers. This categorization is made in an effort to determine if there is any discernible difference in their plans and programs. As noted, this distinction is

⁷ This author is currently documenting this process at Purdue University.

reflected primarily in the budgetary allocation made by the local government units. The rapidly urbanizing, non-major grain producing provinces had more diversified production plans compared to the major grain producing provinces, although rice is still relatively important.

The significance of this review is underscored by the need to search for institutional mechanisms that will ultimately redound to higher agricultural efficiency as a response to the increasingly competitive trading environment. For as mandated by two landmark statutes enacted in the 90s, LGUs play a prominent role in the pursuit of national development goals. Findings in this review could be a useful guide in future revisions in these laws as well as in the implementation procedures of specific programs related to these laws.

The role of LGUs is best appreciated if one considers the fact that the personnel who provide the link between national planners and the farmers, are now under the operational control of the LGUs. The agricultural technicians generate the data used for planning, and extend useful technologies to farming households. Successful implementation of the national plan, therefore, rests heavily on the way the responsibilities of these personnel are carried out at the local level. This, in turn, depends on skills acquired through continuous training, and, incentives provided them in the course of the performance of their responsibilities.

Planning has now become part of local governments' milieu and this review is an occasion to better understand the nature of their involvement in the development process with particular focus on food security. With meager resources, intervention of government at all tiers must be consistent with the principles of **efficiency, equity, and sustainability**. For even with the best of intentions, governments often lose sight of the important role that the market plays in the development process. At the local government level, the blurred view of, and the necessary ingredients for achieving development, is worsened by the institutional rigidities that evolved through time.

One possible source of these rigidities is the non-congruence of the mandate of National Government Agencies (e.g. DA) and goals of LGUs. Oftentimes, National Government Agencies pursue goals that satisfy broad national socio-political objectives (for example, self-sufficiency in rice and corn) that are not necessarily consistent with the goals of LGUs. This, inevitably, results in a bureaucratic set-up that in a way compels LGUs to "toe-the-line". In their attempt to access national budget for food security, local government units prepare plans that resemble national biases for specific commodities. Thus, plans and programs implemented at the local level may be not fully consistent with the demands of the community.

By way of highlighting this, we note the following points:

1. **Bias for Rice and Corn:** On the supply side, the inherent bias for rice and corn gleaned from the Food Security Plans of the provinces (including the rapidly urbanizing, non-major grain producers) is due to the national policy of achieving

self-sufficiency in rice and corn. The national budget for rice and corn has traditionally occupied the largest proportion of the total budget for the Department of Agriculture. It is thus quite natural for LGUs to prepare plans that will enable them to access this budget even if economic doctrine suggests a different focus of plans. It is in this manner, that national fiscal policies affect the performance of local government units in pursuing their individual food security objectives.

2. **Mismatch In Available and Needed Expertise:** The Agricultural Technicians devolved to LGUs possess skills acquired prior to devolution and these were geared to pursue national development goals. Under the current set-up, these acquired skills oftentimes do not match with those required to pursue local government goals. As pointed out elsewhere (Cabanilla, 1996), rice experts ended up working in Municipalities whose rice areas are disappearing and livestock experts are assigned in rice-producing towns. Retooling of these technicians to match expertise with local needs is constrained by the lack of financial resources especially among the relatively poor municipalities.
3. **Budgetary Problems:** The travails of LGUs related to financial constraints are magnified by the allocation procedure on the Internal Revenue Allotment that appears to be biased against the agriculture-oriented municipalities. Evidence also tends to show that even funds (e.g. Tobacco Excise Tax shares) that are legally due them are difficult to access.
4. **Local Politics:** Political exigencies oftentimes create an environment where municipal governments do not get sufficient support from the provincial government. This is highly possible in view of the discretionary powers exercised by the Provincial Food Security Council chaired by the Governor, in allocating Economic Development Funds and other funds that may be made available through the office of the governor. Thus, in many instances, food security programs at the municipal level do not get funded sufficiently especially if the Mayor belongs to a political party different from that of the Governor.

The above points stop short of saying that LGUs must be given greater flexibility in pursuing their food security programs independently but it is hoped that the message is clear. They must be able to pursue programs that are most comparatively advantageous to their economic environment. However, this is not feasible unless they are provided with budgetary resources commensurate to their responsibilities. The long-term solution to this rests in their capability to use the fiscal powers granted to them by RA 7160 but human resource constraints do not allow this at the current time. In the short term, the formula for allocating the IRA must be revised to better accommodate the needs of poor, agricultural-oriented municipalities. Similarly, since extension functions have been devolved to LGUs, determination of programs, and, as Local Government Executives have been clamoring for quite sometime, the corresponding budget should be devolved as well.

Data limitations prevented us from clearly establishing whether or not LGUs have effected through their plans, an optimal mix of output to be produced, but any serious deviation from what is optimal may be explained by their inability to command sufficient financial resources to support intended programs. This underscores the need to grant LGUs greater fiscal autonomy and better enabling mechanisms to improve their resource generation capability. As commonly pointed out, the fiscal support granted to LGUs is not commensurate to the national government functions devolved to them. The stock of human capital available is also not sufficient to address the burgeoning concerns of LGUs.

Because of financial constraints, opportunities for developing human resources are highly diminished particularly for Agricultural Technicians and Planning Officers. In the case of Agricultural Technicians, this diminished opportunities for training, ultimately leads to poor delivery of extension services and lower agricultural productivity. In the case of Planning Officers, their inability to avail of training opportunities renders the plans prepared of questionable quality. Since it is these tenured officers who provide the link between and among political leaders in times of transition (e.g. after elections) especially on matters pertaining to development programs, it is important that a new cadre of well-trained and confident personnel be developed in local government units. Of particular concern here are experts in land-use planning. Local government units are required to prepare a comprehensive land use plan but because of the absence of capable personnel, very few, if any, make use of state-of-the-art methodology in this exercise.

Of equal concern are people capable of effectively organizing concerted efforts in delivering social services. This is important in carrying out the role of LGUs in addressing the demand side of food security. Our interviews with provincial government executives indicate that LGUs have organized Inter-Agency Committees (IAC) tasked to deliver social services thus, providing households' minimum basic needs. Poverty alleviation is also one of the major concerns of LGUs. And while there are laws that mandate local governments as convergence points for all programs related to poverty alleviation, success in this area largely depends on local governments' internal capability to organize and implement these programs. For lack of time and resources, this study has not provided this theme the depth and breadth it deserves. Our focus of analysis was the Food Security Plan of LGUs, which, in our view, was directed primarily in addressing the supply side of food security. It is hoped, however, that through this report, new windows for research in this area have been opened.

In addition to the general policy implications gleaned from the above, this study proposes the following specific recommendations:

1. Greater enabling mechanisms must be extended by the national government to LGUs in addressing their respective development needs. This includes but are not limited to the following:
 - Provision of national funds for critical human development at the local level. Despite the IRA funds, many poor municipalities do not have sufficient

revenues to support training needs of Agricultural Extension workers, and Planning Officers. The role of the latter is crucial in the wake of the increasing competition for the use of limited land resources.

- Assistance in looking for investors (both foreign and local) that may be able to provide start-up capital in developing economic activities that are inherently advantageous to the locality.

2. Foster stronger partnership between academic institutions and local government units in broad as well as specific areas of cooperation. Cursory evidence suggests that where this partnership is strong, local development is relatively successful. In the United States, rural development efforts are anchored on a long-standing relationship between state universities and local government units⁸. Collaboration could revolve around the following areas.

- Land-use/Economic Development Planning
- Community Organizing
- Technology generation/adaptive Research
- Technology Transfer
- Training Programs Relevant to Locality

⁸ A report on this by the author, is forthcoming.

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ANNEX A

FOOD SECURITY COVENANT '99 GOVERNORS' WORKSHOP ON FOOD SECURITY January 10-12, 1999, Holiday Inn Clark Field Pampanga

RECOGNIZING the vision of his Excellency, President Joseph Ejercito Estrada of attaining sustainable food security and alleviating the poverty of farmers and fisherfolks within a safe, healthy and environment-friendly policy framework, the League of Provinces of the Philippines (LPP), in coordination with the Department of the Interior and Local Government (DILG) and the Department of Agriculture (DA), convened a Governors' Workshop on Food Security in order to formulate the requisite plans, policy reforms, and implementing strategies to achieve the President's vision.

REALIZING the urgency and the priority considerations for attaining the goals and objectives of a food security program, the Governors' Workshop on Food Security, developed a program of action on food security that is specific, measurable, attainable, realizable and time-bound.

COGNIZANT of its roles and responsibilities in achieving the national targets necessary to achieve food security for the nation, specially for the poor, the participants to the Workshop hereby commit and pledge by undertaking a solemn covenant on the following:

1. To achieve self-sufficiency in food production, particularly in rice by the year 2002, corn by the year 2003, and fish by the year 2004, and thereafter, to have a sustainable food surplus and in the process, ensure the upliftment of the standard of living of our farmers and fisherfolks by increasing their income above and beyond the poverty threshold.
2. Based on the national production targets to achieve self-sufficiency, and eventually surplus, each province hereby commits to perform and undertake its respective performance quota and targets, and submit its provincial action plan within thirty (30) days from the signing of this Covenant.
3. In performing their role as principal stewards of the Agriculture and Fisheries Modernization Programs within their respective jurisdiction, the Governors hereby agree to provide in their annual local development plans specific budgetary appropriation to support and implement the Food Security Program in their respective jurisdiction; assign administrative and field personnel with full-time responsibility for the Food Security Program; and to organize an agricultural engineering unit to complement the extension services.
4. In line with the principle that responsibility must be coupled with corresponding authority and accountability, the National Government, through the DILG, DA, DAR, DTI, DOST, CHED, and other concerned agencies, shall promote policies, programs and projects to enhance local autonomy in the implementation of the Food Security Program. Accordingly, funds for projects necessary to implement the Food Security Program shall be devolved to the local government units subject to the criteria and guidelines to be agreed upon between the concerned National Government Agencies and the League of Provinces (LPP), the latter being the integrating and coordinating entity for all the provinces throughout the country.

5. To ensure close coordination, monitoring and evaluation of all the projects lined up for the Food Security Program, the participants to this Workshop hereby strongly recommend and endorse to His Excellency, President Joseph Ejercito Estrada the signing of an Executive Order creating the national and Provincial Food Security Councils tasked to oversee the attainment of the vision, mission, goals, objectives and targets set forth under the Food Security Program. The Municipal and Component City levels' participation shall be integrated as part of the provincial councils. Whenever a highly-urbanized City has a meaningful food production program, a separate Food Security Council shall also be organized for such a city.
6. As a result of this Workshop, certain key concerns were raised to ensure the efficient implementation of Food Security Program. A menu of such concerns shall be submitted for consideration of the National Food Security Council (NFSC) FOR ENDORSEMENT TO THE President within five (5) days from date hereof. It is highly recommended that the NFSC be convened within fifteen (15) days from date hereof and that the policy implications of such concerns be resolved within the next forty-five (45) days after the signing of this Covenant.

WE, THE INSTITUTIONAL PARTICIPANTS AND STAKEHOLDERS OF THIS GOVERNORS' WORKSHOP ON FOOD SECURITY, HEREBY ADOPT THIS COVENANT AND THROUGH OUR AUTHORIZED OFFICERS, AFFIX OUR RESPECTIVE SIGNATURE TO THIS **FOOD SECURITY COVENANT '99** IN THE PRESENCE OF HIS EXCELLENCY, PRESIDENT JOSEPH EJERCITO ESTRADA THIS 12TH DAY OF JANUARY 1999 AT THE CEREMONIAL HALL, MALACANANG PALACE.

Signed: GOV. JOSE D. LINA, JR.
National President, League of Provinces of the Philippines
And President, Union of Local Authorities of the Philippines

Signed: RONALDO V. PUNO
Undersecretary
Department of the Interior and Local Government

Signed: WILLIAM D. DAR
Secretary
Department of Agriculture

Signed: HORACIO MORALES, JR.
Secretary
Department of Agrarian Reform

Signed: JOSE T. PARDO
Secretary
Department of Trade and Industry

ANNEX B

**MALACANANG PALACE
Manila**

BY THE PRESIDENT OF THE REPUBLIC OF THE PHILIPPINES

EXECUTIVE ORDER NO. 86

PROVIDING FOR THE CREATION OF THE NATIONAL FOOD SECURITY COUNCIL, COUNCILS ON FOOD SECURITY FOR THE PROVINCES, INDEPENDENT COMPONENT CITIES AND HIGHLY URBANIZED CITIES, NATIONAL SECRETARIAT ON FOOD SECURITY AND FOR OTHER PURPOSES

WHEREAS, Article II, Section 9 of the 1987 Constitution provides that the State shall promote a just and dynamic social order that will ensure the prosperity and independence of the nation and free the people from poverty through policies that provide adequate social services, promote full employment, a rising standard of living, and an improved quality of life for all;

WHEREAS, Section II of Republic Act No. 8435, otherwise known as the Agriculture and Fisheries Modernization Act of 1997, declares that the State shall enable those who belong to the agriculture and fisheries sectors to participate and share in the fruits of development and growth, and that the State shall ensure the availability, adequacy, accessibility and affordability of food supplies to all at all times;

WHEREAS, by virtue of Republic Act No. 7160, otherwise known as the Local Government Code of 1991, the local government units (LGUs) agree to perform their roles and responsibilities, in coordination with all National Government Agencies (NGAs) concerned and the private sector, as the principal stewards of the Agriculture and Fisheries Modernization Programs within their respective jurisdiction to achieving the national targets necessary to attain food security for the country especially for the poor;

WHEREAS, in the pursuit of the mandates provided by the Constitution and existing laws, the national and local governments have committed to ensure the attainment of sustainable food security and the alleviation of poverty and the shaping of a safe, healthy and environmentally sound society;

WHEREAS, a Food Security Covenant '99 has been adopted unanimously by the participants to the Governors' Workshop on Food Security held from January 10-12 1999 recommending to the President the creation of a government body that will address self-sufficiency in food production, ensure the improvement of the standard of living of farmers and fisherfolk beyond the poverty threshold, identify adequate funds in support

of the Food Security Program, and promote coordination among HGAs, LGUs and the private sector;

NOW, THEREFORE, I, JOSEPH EJERCITO ESTRADA, President of the Republic of the Philippines, by virtue of the powers vested in me by the Constitution and the laws, do hereby order:

Sec. 1. *Organization of the National Council on Food Security.* The National Council on Food Security, herein referred to as NCFS, is hereby constituted to act as the overall coordinating body in the formulation of policy guidelines and master plans and programs, as well as in the implementation of projects that ensure the attainment of the national vision, mission, goals, objectives and targets of a workable and sustainable Food Security Program.

Sec. 2. *Composition of the NCFS* The NCFS shall be composed of the following:

- | | | |
|---|---|---------------|
| (a) President of the Republic of the Philippines | - | Chairman |
| (b) Secretary of Agriculture | - | Vice-Chairman |
| (c) Secretary of Interior and Local Government | - | Vice-Chairman |
| (d) President, League of Provinces of the Philippines | - | Vice-Chairman |
| (e) Secretary of Agrarian Reform | - | Member |
| (f) Secretary of Trade and Industry | - | Member |
| (g) Secretary of Budget and Management | - | Member |
| (h) Secretary of Science and Technology | - | Member |
| (i) Secretary of Health | - | Member |
| (j) Secretary of Environment and Natural Resources | - | Member |
| (k) Secretary of Public Works and Highways | - | Member |
| (l) Chairman of the Commission on Higher Education | - | Member |
| (m) Chairman of National Irrigation Administration | - | Member |
| (n) Administrator, National Food Authority | - | Member |
| (o) Administrator, Cooperative Development Authority | - | Member |
| (p) Lead Convenor of National Anti-Poverty Commission | - | Member |
| (q) Governor, Autonomous Region in Muslim Mindanao | - | Member |
| (r) Preesident, League of Municipalities of the Philippines | - | Member |
| (s) President, League of Cities of the Philippines | - | Member |
| (t) President, National Liga ng mga Barangay | - | Member |
| (u) Two (2) Representatives, Farmers Sector | - | Member |
| (v) Two (2) Representatives, Fisheries Sector | - | Member |
| (w) Two (2) Representatives, Business Sector | - | Member |
| (x) Two (2) Representatives, Consumer Sector | - | Member |

The Chairman of the Senate and House Committees on Agriculture shall be invited as Ex-Officio Members of the NCFS. The Chairman of the NCFS may designate other additional members as he may deem necessary.

The President of the Philippines shall appoint the sectoral representatives upon the joint recommendation of the Secretary of Agriculture, Secretary of Interior and Local Government, Secretary of Trade and Industry, and the President of the League of Provinces of the Philippines.

Sec. 3. ***Duties and Functions of the NCFS.*** The NCFS shall perform the following functions:

- (a) To review all existing policies, plans, programs and projects of the government re. to food security;
- (b) To formulate and recommend national policies, plans, and programs on food security, particularly in the agriculture and fisheries sectors;
- (c) To design and adopt a comprehensive National Food Security Plan and Program in consonance with the medium and long-term Agriculture and fisheries Modernization Plan as provided for in Republic Act No. 8435, after consultations with concerned NGAs, LGUs, non-government organizations and local agriculture and fishery councils;
- (d) To generate and mobilize resources from domestic and foreign sources for the implementation of the National Food Security Program as well as rationalize the use and equitable distribution of such resources to LGUs;
- (e) To formulate the guidelines for the development and implementation of City/Provincial Food Security Action Plans in accordance with the National Food Security Program;
- (f) To design and implement a reward system and the appropriate mechanism specifically granting, on an annual basis, the incentive(s) for provinces adjudged as excellent or outstanding implementers of their respective Food Security Action Plan;
- (g) To ensure the conduct of regular monitoring, evaluation, and validation of the Programs; and
- (h) To call on any government agency or instrumentality as it may deem necessary in the exercise of its functions.

Sec. 4. ***Organization of the Provincial/City Council on Food Security.*** The NCFS shall coordinate the organization in every province/ICC/HUC of a council on Food Security herein referred to as Provincial/City CFS, to ensure the attainment of the vision, mission, goals, objectives, and targets of a workable and sustainable Food Security Action Plan.

Sec. 5. ***Composition of the Provincial/City CFS.*** The Provincial/City CFS shall be composed of the following:

- | | | |
|--|---|------------------|
| (a) Governor/City Major | - | Chairman |
| (b) Provincial/City Agriculturist | - | Vice-Chairman |
| (c) Provincial/City Director, DILG | - | Secreatriat Head |
| (d) Provincial/City Agrarian Reform Officer, DAR | - | Member |
| (e) Provincial/City Manager, NFA | - | Member |

(f) Provincial/City Director, DTI	-	Member
(g) Provincial/City Director, DOST	-	Member
(h) Provincial/City Environment and Natural Resources Officer		Member
(i) Provincial/City Officer, CDA	-	Member
(j) Provincial/City Manager, PCA	-	Member
(k) President League of Cities (Provincial Chapter)	-	Member
(l) President, League of Municipalities (Provincial Chapter)		Member
(m) President, Liga ng mga Baranggay (Provincial/City Chapter)		Member
(n) Representative, State Colleges and Universities	-	Member
(o) Representative, Farmers Sector	-	Member
(p) Representative, Fisheries Sector	-	Member
(q) Representative, Business Sector	-	Member
(r) Representative, Consumer Sector	-	Member

The representatives of the sectors concerned shall be appointed by the Provincial Governor/City Mayor upon the endorsement of the DILG and DA.

Sec. 6. *Duties and Functions of the Provincial/City CFS.* The Provincial/City CFS shall perform the following functions:

- (a) To oversee the successful implementation of the Provincial/City Food Security Action Plan, in close coordination with concerned NGAs or their respective field offices, component LGUs, and NGOs/Pos and private and business sector within their jurisdiction,
- (b) To review, formulate, and recommend to the NCFS nationally significant and locally relevant food security policies pursuant to the goals and objectives of the National Food Security Program;
- (c) To assist the Local Price Coordinating Council in the monitoring of prices of major food commodities such as rice, corn, fish, vegetables, and other food items, and in finding ways for regulating the prices of prime commodities in the locality within its jurisdiction;
- (d) To facilitate access to production and marketing resources and opportunities for the food industry sector through the initiation of agreements with government and private financing institutions,
- (e) To ensure the availability and access to production inputs, post-harvest facilities, markets for the local produce, appropriate technology, and technical assistance to farmers and fisherfolk,
- (f) To ensure the availability of adequate and affordable food supply in the market by promoting inter-LGU coordination, market linkages and trading of basic commodities,
- (g) To monitor and evaluate the implementation of the Provincial/City Food Security Action Plan on a semi-annual basis,
- (h) To prepare and submit semi-annual reports of Program implementation to the NCFS through the National Secretariat, and
- (i) To perform other functions deemed necessary for the successful implementation of the Food Security Program at the local level.

Sec. 7. *Provincial/City Food Security Action Plan.* In accordance with the guidelines promulgated by the NCFS, every province/ICC/JUC, through the Office of the Provincial Governor/City Mayor must develop and implement a Provincial/City Food Security Action Plan which incorporates the respective food security action plan inputs of the component cities and/or LGUs within its jurisdiction taking into account the actual needs and available resources of the province/city in relation to food security and related programs and projects of JGAs concerned in their respective areas.

All Provincial/City Food Security Action Plans shall be submitted to the NCFS through the National Secretariat on the date prescribed by the NCFS.

Sec. 8. *Funding and Administrative Support for the Food Security Programs of the Province/City.* All Governors/City Mayors through their respective Sangguniang Panlalawigan/Panlungsod, shall provide specific budgetary appropriation under the local development plan of the province/city, for their Provincial/City Food Security Action Plan, including the setting up an agricultural engineering unit to complement the extension services for the purpose.

As a counterpart support from the National Government, the Department of Agriculture and all concerned NGAs shall allocate funds intended for the Food Security Program in accordance with the criteria and guidelines to be formulated by the NCFS.

Sec. 9. *Organization of the National Secretariat on Food Security.* The National Secretariat on Food Security, herein referred to as National Secretariat, is hereby organized to coordinate and implement such policies, implementing rules and regulations, as may be promulgated by the NCFS and its constituent Provincial/City CFS. The National Secretariat shall likewise perform the following functions:

- (a) To provide administrative support and technical assistance to the NCFS and the Provincial/City CFS, in collaboration with the Department of Agriculture and other NGAs concerned;
- (b) To coordinate with all the agencies and organizations/sectors involved in the design of the National Food Security Plan and its implementation;
- (c) To develop and implement an advocacy campaign strategy for the Program;
- (d) To validate and review the LGU Action Plans on Food Security;
- (e) To monitor and evaluate Program implementation in coordination with DILG/DA Regional Offices;
- (f) To assist the NCFS in the implementation of the reward/incentive system,
- (g) To perform other functions that may be assigned by the NCFS.

The Secretariat shall be attached to DILG. An Executive Director who is appointed by the President shall head the Secretariat. The Executive Director shall be Assisted by two (2) Deputy Executive Directors and an administrative staff. The Department of Agriculture, DILG, and LPP shall provide the technical staff complement for the National Secretariat.

To supplement its manpower resources, each DILG Regional Office shall serve as extension office of the Secretariat in the region. It shall assist the National Secretariat in the exercise of its functions at the local level, in coordination with DA Regional Office. It shall coordinate with DILG Provincial/City Office which shall act as the secretariat of the Local CFS for the effective discharge of its functions.

Sec. 10. ***Funding for the National Secretariat.*** For the current year, 1999, the Department of Agriculture shall provide funds for the operations of the National Secretariat in the amount of P20 Million to be taken from the DA Agriculturang Makamasa Program of the Department of Agriculture. Thereafter, the Secretariat shall have its own budget incorporated in the yearly appropriation for DILG.

Sec. 11. ***Inter-agency Coordination.*** All concerned departments and their attached agencies, LGUs, government-owned and controlled corporations (GOCCs) and other instrumentalities of the government are hereby directed to cooperate and give their full support to the NCFS and the Provincial/City CFS to ensure the effective performance of their functions.

Sec. 12. ***Administrative and Implementing Guidelines.*** The NCFS shall adopt administrative and implementing guidelines as may be necessary to implement this Executive Order.

Sec. 13. ***Effectivity.*** This order shall take effect immediately.

Done in the City of Manila, this 13th day of March, 1999.

Signed: JOSEPH EJERCITO ESTRADA
President

Signed: RONALDO B. ZAMORA
Executive Secretary

ANNEX C

**Republic of the Philippines
Province of La Union
City of San Fernando**

COVENANT FOR FOOD SECURITY CY 1999

The province of La Union stands firmly committed to the fulfillment of the vision of HIS EXCELLENCY, PRESIDENT JOSEPH EJERCITO ESTRADA of attaining food security and alleviating the poverty of farmers and fisherfolks within a safe, healthy and environment-friendly policy framework.

Realizing the objectives, urgency and priority consideration of the Food Security Program, the Local Chief Executives (LCEs) commit to achieve self-sufficiency and eventually surplus in food production in the province through a concerted effort and political will given the available resources and consistent with their respective plans of action.

Aware of our roles and responsibilities in achieving the provincial targets to attain food security for the province, in general and in our respective city/municipalities in particular, we, the Local Chief Executives (LCEs) hereby commit and pledge by undertaking a solemn Covenant as follows:

1. To focus on the attainment of our respective provincial, city and municipal performance quota and targets on such staple commodities as rice, corn, fish and livestock set for the Year 1999 and beyond;
2. To formulate necessary policy and implementing guidelines for the effective efficient implementation of the food security program in our respective local government units;
3. To mobilize all resources from the government, NGOs and private sector necessary to implement food security plans, programs and projects to achieve desired targets and outputs as scheduled; and
4. To resolve attendant problems, issues and concerns for the successful realization of the food security performance targets and in the process, ensure much improved quality of life of our farmers and fisherfolks by increasing their income above and beyond the poverty threshold.

NOW, THEREFORE, we set our hands unto this Food Security Covenant this 2nd day of March, 1999 at the Provincial Capitol, City of San Fernando, Philippines.

Signed: Justo B Orros, Jr.
Provincial Governor

Signed: Eugranio C. Eriguel, MD
Mayor, Agoo, La Union

Signed: Hon. Mary Jane C. Ortega
City Mayor, San Fernando

Signed: Hon. Ramon C. Juloya
Mayor, Aringay, La Union

Signed: Hon. Reynaldo J. Flores
Mayor, Naguilian, La Union

Signed: Ma. . L Funtanilla

Signed: Hon. Orlando B.

Balloguing

Mayor, Bacnotan, La Union

Mayor, Pugo, La Union

Signed: Hon. Joaquin C. Ostrea, Jr.
Mayor, Balaoan, La Union

Signed: Hon. Josephine V. Flores
Mayor, Rosario, La Union

Signed: Hon. Gary M. Vinzon
Mayor, Bangar, La Union

Signed: Hon. Arturo P. Valorit
Mayor, San Juan, La Union

Signed: Hon. Tumbaga
Mayor, Bagulin, La Union

Signed: Hon. Alfredo P. Alew
Mayor, San Gabriel, La Union

Signed: Hon. Eulogio Clarence
Martin R. de Guzman III
Mayor, Bauang, La Union

Signed: Hon. Floresto C. Salvangua
Mayor, Santol, La Union

Signed: Hon. Jessie A. Panta
Mayor, Burgos, La Union

Signed: Hon. Zenaida C. Estonactoc
Mayor, Santo Tomas, La Union

Signed: Hon. Aurora Crispino
Mayor, Caba, La Union

Signed: Hon. Visitacion M. Pingan
Mayor, Sudipen, La Union

Signed: Hon. Jeffrey N. Tongson
Mayor, Luna, La Union

Signed: Hon. Violeta G. Verceles
Mayor, Tubao, La Union

ANNEX D

**Republic of the Philippines
Province of La Union
City of San Fernando**

COVENANT FOR FOOD SECURITY CY 1999

Consistent with the Vision of His Excellency, President Joseph Ejercito Estrada of attaining sustainable food security and alleviating the poverty of farmers and fisherfolks within a safe, healthy and environmentally-friendly policy framework, the Provincial Food Security Council of La Union under the leadership of the Honorable Governor Justo O. Orros, Jr. convened a council's Provincial Food Security Covenant fundamentally to forge working plans and programs, policy directions and implementating strategies toward achieving the President's vision.

Considering the exigency and imperativeness of achieving the goals and objectives of a sustainable food security program, the Provincial Food Security Council formulated a workable and sound program of action on food security characterized as feasible measurable, attainable, pro-poor and pro-progress.

Aware of their respective roles towards the attainment of the Provincial Food Security Council's commitment to attain food security in the province especially for the marginalized farmers and fisherfolks, the members of the Food Security Council hereby commit and pledge by being a party to a solemn covenant within the hereunder stated objectives:

- a) To place special priority on the realization of the food security goals on the province in each member agency's program agenda
- b) To formulate necessary policy and implementing guidelines for the effective implementation of the food security program on the agency level
- c) To coordinate and link with all concerned national government local government units, non-government organizations, private sector and others concerned for the efficient and effective planning and implementation of the Provincial Food Security Program
- d) To set aside, subject to availability, member agency resources for the Council to carry out its avowed goals and objectives
- e) To assume such other obligations necessary to implement the Provincial Food Security Program in the attainment of its mandates

NOW, THEREFORE, we set our hands unto this Covenant this 8th day of February, 1999 at the Provincial Capitol, City of San Fernando.

Signed: ALL PROVINCIAL FOOD SECURITY COUNCIL MEMBERS

ANNEX E

SEARCH FOR THE BEST PERFORMING CITY/MUNICIPAL FOOD SECURITY COUNCIL

PROVINCE OF LA UNION

I. MERITS AND JUSTIFICATIONS

It is the vision of his excellency, President Joseph Ejercito Estrada to attain and sustain food security and alleviate the poverty of farmers and fisherfolks within a safe, healthy and environment-friendly policy framework.

Food Security refers to the policy objective, plan and strategy of meeting the food requirements of the present and future generations of Filipinos in substantial quantity, ensuring the availability and affordability of food to all at all times either through local production or importation or both.

Cognizant of its roles and responsibilities in achieving the national targets necessary to achieve food security for the nation especially the poor, the participants to the Governor's Workshop on Strategic Partnership Planning at Holiday Inn Cark Field, Pampanga on January 11 – 12, 1999 crafted and presented to President Estrada a Food Security Covenant. The Governors commit and pledge to perform the role of stewards of agriculture and fisheries modernization where they have to directly deliver such services to their respective constituents. Hence, under the MOA, they have agreed to plan, operationally integrate, implement and monitor all agricultural and fisheries development programs.

To ensure close monitoring and evaluation of all food security programs and projects in the province of La Union, the Provincial Governor through an Executive Order created the Provincial Search committee to assist the Provincial Food Security Council monitor and to oversee the attainment of the vision, mission, goals and objectives and Targets set forth under the Food Security Program.

Part of the evaluation on the implementation of the program is the Search of the Best Performing City/Municipal Food Security Council to be conducted by the Provincial Search Committee.

Winners shall be proclaimed during the 150th Anniversary Foundation of the Province of La Union on March 2, 1999.

II. PROJECT OBJECTIVES

The objectives of the Wards are as follows:

A. GENERAL: To ensure the participation of all municipalities/city of the province in the efficient implementation of the Food Security Program.

B. SPECIFIC

- To coordinate, monitor and evaluate performance of municipality/city on the Food Security Program;
- To establish an functional City/Municipal Food Security Council;
- To Support and be effective partners of the National government in Agricultural and Fisheries Modernization

III. COVERAGE

The awards cover the performance of the nineteen (19) municipalities and the component city of the province on the implementation of the Food Security Program for the Period January to December 1999.

IV. SEARCH COMMITTEE: COMPOSITION AND FUNCTIONS

A technical working Group shall be created by an Executive Order of the Provincial Governor to take the lead in the search.

A. Composition:

Chairman : Mr. Henry P. Orejudos

Members : Representatives from:

- Office of the Provincial Agriculturist
- Office of the Provincial Planning and Development Coordinator
- Office of the Provincial Veterinarian
- Office of the Provincial Engineer
- Office of the Provincial Cooperative Officer

The Department of the Interior and Local Government, La Union Provincial Office shall provide secretariat services to the Committee.

B. FUNCTIONS:

1. Initiate and coordinate necessary activities for the successful implementation of the awards;
2. Set guidelines/criteria for the selection of the best performing city/municipality of the province;
3. Identify the best performer within the province;
4. Propose funding/prizes from the Provincial Government;

5. May secure funding/counterpart prizes from the private sector and May plan and implement appropriate awarding ceremonies

V. POLICIES AND GUIDELINES

General Policies and Guidelines

1. There shall be four (4) winners for the search namely;
 - Best Performing City/Municipality
 - 1st Runner-up
 - 2nd Runnder-up
 - 3rd Runnder-up
2. The prizes shall be in the form of projects, to be identified by tne winner, equivalent to the amount appropriated.
3. Each of the non-winning sixteen (16) LGUs shall receive consolation prizes.
4. Mandatory assessment shall be conducted by the Assessment Team through:
 - Ocular inspection
 - Documentary analysis (of local ordinance, progress reports, pictorials/video presentation)
5. The assessment shall be based on six major categories
 - Institutional Capability
 - Financial Capability
 - Infrastructure Support System
 - External Support System
 - Productivity Performance
 - Reporting System
6. Participating LGUs shall be required to submit monthly status report and other documents relevant to the Food Security Program. These reports will form part of the assessment score.

VI. ASSESSMENT AND SELECTION PROCEDURES

- a) The Technical Working Group shall be the principal assessment team to evaluate te performance of each participating LGGU in the implementation of the Food Security Program
- b) The assessment Team shall accomplish Food Security Program Form 01 for each LGU. Points score up to tenth decimal point but not exceeding the maximum allowable score for each of the variables indicated in the form.

- c) Results of the initial assessment (FSP Form 01) shall be consolidated by the team using FSP Form 02.
- d) The Technical Working Group shall then prepare the nomination for the four (4) winners, supported by the original copies of FSP Form 01 and 02 to be forwarded to the Provincial Food Security Council for the Approval.

ANNEX F

**SEARCH FOR THE BEST PERFORMING CITY/MUNICIPAL
FOOD SECURITY COUNCIL FORM 01
PROVINCE OF LA UNION**

CRITERIA	Point Score	
	Maximum	Actual
PRODUCTION PERFORMANCE	25	
1. Rice	7	
2. Corn	4	
3. Fish	4	
4. Livestock and Poultry	4	
5. Vegetables	3	
6. Other Crops	3	
A. INSTITUTIONAL CAPABILITY	20	
1. Presence of Food Security Action Plan	2	
2. Presence of Food Security Program Appropriation	4	
3. Official Administrative and field personnel for the program	2	
4. Functional City/Municipal Food Security Council	3	
5. Viable farmers/fishermen organization	2	
6. On-site research and training facilities	3	
7. Functional local price coordinating council	2	
8. Viable cooperatives	2	
INFRASTRUCTURE SUPPORT SYSTEM	20	
1. Farm to market roads/access roads/bridges	3	
2. Stock and storage facilities	2	
3. Small-scale irrigation system projects	4	
4. Communal irrigation systems	3	
5. Agri-fishery produce collection and buying stations	3	
6. Grains production enhancement facilities (e.g. no. of mpp/drying pavements, mechanical dryers, farm level grain center, barangay marketing centers)	5	

EXTERNAL SUPPORT SYSTEM	15	
1. NGOs/Pos/ Civil Society complementing the program	2	
2. Mechanism allowing beneficiary participation in the program	2	
3. Adequate IEC campaigns on new technology	1	
4. Presence of incentives to encourage retention of agri-graduates in the sector	2	
5. Inclusion of food security concerns in the school curriculum	2	
6. Effective law enforcement	2	
7. Promotion of poultry and livestock production	2	
FINANCIAL CAPABILITY	10	
1. Employment opportunities/income generating activities	7	
2. Credit and marketing Assistance	3	
REPORTING SYSTEM	10	
1. Timeliness	3	
2. Quality of Report	3	
3. Documentation	4	
A. GRAND TOTAL	100	