



Partnership Against Hunger and Poverty (PAHP) and Expanded Partnership Against Hunger and Poverty (EPAHP) Program

A Case Study in the Philippines

A SERIES OF ACTIVITIES IN THE FRAMEWORK
OF THE UN DECADE OF FAMILY FARMING

Activity 2. Documentation and systematic analysis of case studies about policies, strategies, initiatives, and programs successfully supporting family farming





Partnership Against Hunger and Poverty (PAHP) and Expanded Partnership Against Hunger and Poverty (EPAHP) Program

Case Writer:
Jennifer De Belen

March 2023

This document has been produced under the framework of the Letter of Agreement on “A series of activities in the framework of the UN Decade of Family Farming” between the Food and Agriculture Organization of the United Nations (FAO) and the Southeast Asian Regional Center for Graduate Study and Research in Agriculture (SEARCA). The views expressed in this product are those of the author(s) and SEARCA and do not necessarily reflect the views or policies of FAO.

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Acronyms and Abbreviations

4Ps	Pantawid Pamilyang Pilipino Program
ALPAS	Accomplishment of Long-term Projects towards Ambisyon Natin 2040 and Sustainable Development Goals
ARBs	Agrarian reform beneficiaries
ARBOs	Agrarian Reform Beneficiary Organizations
AFA	Asian Farmers' Association for Sustainable Rural Development
AsiaDHRRA	Asian Partnership for the Development of Human Resources in Rural Areas
BUCARCO	Buenacama ARC Cooperative
CCT	Conditional cash transfer
CBOs	Community-based organizations
CDA	Cooperative Development Authority
CDD	Community-driven development
CFMA	Carangcang Magarao Farmers Association
CLAAP	Convergence and Livelihood Assistance for the Agrarian Reform Beneficiaries Project
CPPM	Community Participation Procurement Manual
CSOs	Civil society organizations
DA	Department of Agriculture
DAR	Department of Agrarian Reform
DCC	Daycare centers
DepEd	Department of Education
DILG	Department of the Interior and Local Government
DMS	Digital Mapping System
DOH	Department of Health
DOST	Department of Science and Technology
DSWD	Department of Social Welfare and Development
DTI	Department of Trade and Industry
EPAHP	Expanded Partnership Against Hunger and Poverty
EPAHP-NPMO	EPAHP-National Program Management Office
EPAHP-RPMOs	EPAHP-Regional Program Monitoring Offices
EO	Executive Order
FAO	Food and Agriculture Organization of the United Nations
FTI	Food Terminal, Inc.
FOs	Farmers' organizations
GAA	General Appropriations Act
GDP	Gross domestic product
GIDA	Geographically Isolated and Depressed Areas
GOCC	Government-owned and controlled corporation
HDPR	Human Development and Poverty Reduction
IAs	Irrigators Associations
JMC	Joint Memorandum Circular
KAIBIGAN	Kabuhayan Integration, Business Initiatives, and Gainful Access to Networks
Kalahi-CIDSS	Kapit-Bisig Laban sa Kahirapan-Comprehensive and Integrated Delivery of Social Services
KIIs	Key informant interviews
LBP	Land Bank of the Philippines
LGUs	Local government units
MADARCC	Mamanga Daku ARC Cooperative
MSI	Masaganang Sakahan, Inc.
MOU	Memorandum of Understanding
NAPC	National Anti-Poverty Commission

NFA	National Food Authority
NFP	National Food Policy
NIA	National Irrigation Administration
OCS	Office of the Cabinet Secretariat
PAA	Programa de Aquasicao de Alimentos (Food Acquisition Program)
PAHP	Partnership Against Hunger and Poverty Program
PAKISAMA	Pambansang Kilusan ng mga Samahang Magsasaka
PCB	Philippine Convergence Budgeting
PCB	Program convergence budgeting
PERS	Project on EPAHP Resettlement Support
PIK	Payment-in-Kind Program
PKG	Pilipinas Kontra Gutom
PMO	Project Management Office
POPCOM	Commission on Population and Development
RRP	Risk Resiliency Program
SAAD	Special Area for Agricultural Development
SDGs	Sustainable Development Goals
SFP	Sustainable Feeding Program
SLPAs	Sustainable Livelihood Program Associations
SWS	Social Weather Station
TESDA	Technical Education and Skills Development Authority
WFP	World Food Programme

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Partnership Against Hunger and Poverty (PAHP) and Expanded Partnership Against Hunger and Poverty (EPAHP) Program

Jennifer De Belen

I. INTRODUCTION

Background

The agriculture sector started declining from the 1960s until the 1980s, from 4.2% to 1.2% but recovered in 2000 at 3.7% (Briones, 2021). Agribusiness also started in key export crops, such as bananas, pineapple, coconut, and sugarcane. Agriculture was the biggest employer of the economy in the mid-1990s but has since given way to services. Its share in employment had been consistently declining from 43% in the 1990s to 23% in 2019, but with the COVID-19 pandemic, there was a reversal in trend as workers left urban centers and found work in agriculture. As of July 2020, about 25% of workers in the country were in agriculture. However, the sector produced only about 9% of the country's gross domestic product (GDP). Hence, output per worker remains low compared with industry and services.

Another challenge the sector faces, especially for small-scale farmers, is the sustainability of demand or the stability and reliability of market outlets for farm products. Some factors that contribute to this condition include (i) low productivity of farmers due to minimal or lack of support services, (ii) inability to meet the production volume required by client institutions or companies, (iii) lack of access to financing or inability to comply with voluminous requirements of availing a bank loan, (iv) lack or limited awareness on government procurement processes which inhibits them from participating in public bidding, and (v) limited information and social network on potential markets.

It is recognized that agriculture plays a central role in safeguarding the country's food supply and in achieving food security. Looking at data from the Food and Agriculture Organization of the United Nations (FAO) on food security, an estimated 1.1 billion people in Asia and the Pacific experienced moderate or severe food insecurity in 2020, an increase of 341.9 million (or 44%) compared with 2014. Of that significant increase, 148.9 million occurred from 2019 to 2020, when COVID-19 led to major socio-economic disruptions that negatively affected food security. The Philippines is one of the bottom countries in Southeast Asia with the highest prevalence of moderate or severe food insecurity (average from 2018-2020), only next to Cambodia. In the December 2021 survey of the Social Weather Station (SWS), around 12% of Filipino families, or an estimated 3 million, experienced "involuntary" hunger from October to December 2021 due to a lack of food.

To mitigate hunger and poverty and ensure food security, various programs were spearheaded by the national government, such as the Pantawid Pamilyang Pilipino Program or 4Ps (piloted in 2007 and launched on a broader scale in 2008) that provides conditional cash grants to the poorest of the poor to improve health, nutrition, and education of children, and Kalahi-CIDSS, otherwise known as the Kapit-Bisig Laban sa Kahirapan-Comprehensive and Integrated Delivery of Social Services (started in 2003 and scaled up in 2013). Kalahi-CIDSS uses the community-driven development (CDD) approach to help communities become empowered to achieve improved access to services and to participate in more inclusive local planning, budgeting, and implementation.

Regarding support programs for family farmers, the Department of Agriculture (DA) launched programs such as Kadiwa ni Ani at Kita Program and Masaganang Sakahan. Both programs provide marketing assistance but do not directly contribute to addressing poverty and hunger.

In 2013, then Secretary of the Department of Social Welfare and Development (DSWD) Corazon Juliano-Soliman and the Department of Agrarian Reform (DAR) Secretary Virgilio de los Reyes went on a study tour in Brazil organized by the United Nations World Food Programme (WFP). They understood Brazil's

Zero Hunger Program, part of which is the Bolsa Familia, like the Philippines' 4Ps. Following the study visit, the DAR started drafting a framework modeled after Brazil's Food Acquisition Program, more popularly known by its Portuguese acronym Programa de Aquasicao de Alimentos (PAA). The PAA and Bolsa Familia are part of the Zero Hunger Strategy of Brazil or the Fome Zero Program. The framework converged the country's efforts on hunger mitigation, poverty alleviation, and food self-sufficiency. The Fome Zero program, introduced by Brazil's former President Luiz Lula da Silva in 2003 as the centerpiece of his social policy, is a highly state-driven program enforced through a constitutional mandate and several state laws. Special privileges, such as exemption from the competitive bidding process for food supply procurements, are also provided to family farmers. The learning exchanges between the Philippines and Brazil led to the inception of the Philippine government's Partnership Against Hunger and Poverty Program (PAHP), spearheaded by DSWD, DA, and DAR.

The PAHP primarily aims to enhance food security and increase farm incomes by improving small farm productivity, ensuring markets for products, and improving nutrition by ensuring a continuous supply of cheaper and nutritious food items to the community, especially children in daycare centers. It is thus designed to connect the supply and demand sides, i.e., channeling farm products towards the communities and government users such as daycare centers and hospitals. Through the DA and DAR programs on rural infrastructure, credit, farm production inputs, and agri-extension services, the farmers were supported to increase their productivity and linked to institutional markets. These markets were the government feeding programs of the DSWD.

The program was initially implemented in 2014 in three (3) regions, namely Regions V, VIII, and IX. A formal signing of a Memorandum of Understanding (MOU) by its main implementing agencies—the DSWD, DAR, and DA—commenced in 2016. The convergence program sought to align the mandates of each agency – hunger mitigation (DSWD), poverty alleviation (DAR), and food self-sufficiency (DA).

In 2019, the program was scaled up and dubbed the Expanded Partnership Against Hunger and Poverty (EPAHP). The program was expanded in terms of strategies employed, geographic reach and coverage (from a pilot of 3 regions to all regions nationwide), and the number of institutions involved. From the initial three (DSWD, DAR, and DA), the participating government agencies, with their attached bureaus and units, increased to twenty-eight (28). The primary agencies are as follows:

1. Office of the Cabinet Secretariat (OCS)
2. Department of the Interior and Local Government (DILG)
3. Department of Education (DepEd)
4. Department of Health (DOH)
5. Department of Science and Technology (DOST)
6. Department of Trade and Industry (DTI)
7. Technical Education and Skills Development Authority (TESDA)
8. National Anti-Poverty Commission (NAPC)
9. National Irrigation and Administration (NIA)
10. Commission on Population and Development (POPCOM)
11. Land Bank of the Philippines (LBP)

Aside from the provisions to the institutional feeding programs and support services to ensure supply from Agrarian Reform Beneficiary Organizations (ARBOs) and community-based organizations (CBOs), the components of the EPAHP have also expanded to include the following: (i) credit support to CBOs, (ii) support for the establishment, operation, and sustainability of agricultural facilities and technologies, food hubs, central kitchens, and other facilities, (iii) technical and research assistance from the development and other local partners, (iv) advocacy/campaign and stakeholder's education, and (v) demand generation activities and provision of services on health, nutrition, and family planning.

The EPAHP is also among the banner programs of the Inter-Agency Task Force on Zero Hunger, created under Executive Order (EO) 101 Series of 2020. The Task Force is responsible for formulating a National Food Policy (NFP) outlining initiatives to end hunger, achieve food security, improve nutrition, and promote sustainable agriculture. With the Cabinet Secretary as Chairperson of the Task Force and the

Chairperson of the Steering Committee of EPAHP, it came as natural that EPAHP became one of the banner programs of the Task Force on Zero Hunger.

The program is an excellent example for this case study as it addresses the challenge of linking family farmers with institutional markets that will ensure sustained purchases. It is also interesting to look at how the program evolved from one limited to only three pilot regions and implemented by three leading agencies to a full-blown program with a nationwide scale and expanded number of implementing agencies and actors. Given the scope and objectives of PAHP/EPAHP, the program falls under the following pillars of the Global Action Plan for Family Farming:

Pillar 5. Improve socio-economic inclusion, resilience, and well-being of family farmers, rural households, and communities.

- Through this program, the family farmers are given the opportunity to improve their livelihood and contribute to combating hunger and malnutrition. It has proven the potential of paving a more inclusive value chain, strengthening the position of family farmers in the market.

Pillar 7: Strengthen the multi-dimensionality of family farming to promote social innovations contributing to territorial development and food systems that safeguard biodiversity, the environment, and culture.

- The implementation of institutional purchases from farmers is affected by natural calamities; hence, interventions supporting production were intended to include climate-smart agriculture practices. This program perfectly tackles the multi-dimensionality of family farming as it responds to food and nutrition insecurity, biodiversity, and environmental issues.

Research Methodology

A desk review was conducted for studies related to PAHP and EPAHP, including presentation materials, program briefers and primers, workshop proceedings, and other materials. The policies include MOU, memo circulars, implementing guidelines, and program manuals.

Online interviews were conducted with key informants from the DA and DSWD. Selected farmer beneficiaries were also interviewed through an online platform. The selection criteria for farmer-beneficiaries include (i) accessibility through online platforms or phone calls, (ii) program beneficiary of PAHP or EPAHP, and (iii) recommendation from DA or DSWD that expressed willingness to be interviewed.

Before the interview, guide questions were provided to key informants. The guide questions were framed based on the stages of the public policy framework. The results of the KII were integrated with the discussion for each section below and provided additional context to the information gathered from the desk review.

Limitations of the Study

Because of limited time and resources, data was gathered through desk research and online interviews. Scheduling of interviews with key informants from the government took much time due to bureaucratic processes and protocols (e.g., a technical staff needs to get clearance from their supervisor before granting the interview, EPAHP Project Manager was changed twice in the whole course of the study face-to-face interview with government key informants was provided as an option, so that the researcher can also gather materials in hardcopy format from their offices. However, the key informants prefer to hold the interviews online.

Furthermore, the internet connection of program beneficiary interviewees (who live in provinces) could have been more stable, resulting in limited sharing of the interviewees or re-scheduled interviews. Regarding resources or information on EPAHP, limited data on program accomplishment was shared by government key informants, as the program's M&E framework is still being developed at the time of the study. There was also limited information on the web about the program.

II. PROGRAM DESCRIPTION AND ANALYSIS

Agenda Setting

Various farmers' organizations (FOs), Civil Society Organizations (CSOs), and government organizations have launched initiatives for the establishment of “structured demand” or institutional food purchase arrangements with family farmers or small-scale producers. These initiatives sprung from the problem of matching the demand and supply of agricultural produce for sustainability—ensuring markets for products.

The 2012 Census of Agriculture and Fisheries indicates that agricultural production in the Philippines is dominated by small-scale farmers, with around 90% of agricultural land holdings less than three hectares. Most farmers rely on multiple layers of intermediaries to consolidate and transport their products to markets. The dependence of farmers on these marketing channels increases the further they are from their markets. In these settings, intermediaries often bargain down prices without passing on the reduction to consumers. It would be a great advantage if small-scale farmers could be linked directly to markets and not rely on intermediaries.

Further, many Southeast Asian governments buy staple food crops to build food reserves to support their food security objectives. In several cases, governments procure food to support small producers through guaranteed prices, markets, and incomes. In the Philippines, as mandated by law, the National Food Authority (NFA) buys rice stocks equivalent to 15 days of national rice consumption to create a buffer stock if the rice supply in the market goes down. The NFA is potentially a steady market for small-scale farmers if they comply with volume requirements and the procurement process.

Linking with structured demand and exploring institutional purchases has also been on the agenda of civil society. A study was commissioned by the Asian Partnership for the Development of Human Resources in Rural Areas (AsiaDHRRA) in 2015 on “Expanding Market Access for Family Farms through Structured Demand and Other Innovative Approaches” to contribute to the dialogue and advocacy. Some recommendations from the study include (i) advocacy for an executive policy that would require the NFA to prioritize procurement of their rice reserves/buffer stock from domestic small-scale producers' over- importation of rice stocks; (ii) push for other related bills that would strengthen the capacity of family farmers to participate in the institutional procurement process (i.e. strengthening agricultural cooperatives, the establishment of a credit program specifically for family farmers, promotion of farm diversification and organic farming, funding for construction and management of alternative marketing outlets for family farmers, etc.); and (iii) explore institutional food purchase arrangements with private institutions such as private schools, hospitals, companies, and CSOs, among others.

Further, a forum and workshop participated mainly by the Pambansang Kilusan ng mga Samahang Magsasaka (PAKISAMA), a national federation of small farmers and fishers' organizations, was held in 2015. The said activity focused on international knowledge sharing and learning about institutional purchases. The forum served as a venue for dialogue and knowledge sharing among farmers, fishers' organizations, government, and development partners on policies and government programs with mechanisms for institutional food purchase. The collective recommendations from the workshop were as follows: (i) build an enabling environment by enacting policies relevant to institutional purchases, support to credit, farmers' subsidies, and creating or harmonizing programs that support farmers and fishers; (ii) build capacities of farmer organizations in terms of networking and organizing, product consolidation, production, and cooperative development and strengthening, among others, and (iii) build partnerships or synergize.

On the government's side, there was early recognition of the need for a program to address poverty and support the agriculture sector. In 2013, then DSWD Secretary Corazon Juliano Soliman and DAR Secretary Virgilio de los Reyes went on a study tour in Brazil to understand Brazil's Zero Hunger Program, part of which is the Bolsa Familia, which is like the Philippine government's Conditional Cash Transfer (CCT) program widely known as Pantawid Pamilyang Pilipino Program (4Ps). The study tour was organized by the WFP Center of Excellence Against Hunger.

Following the study visit, the Department of Agrarian Reform (DAR) started drafting a framework modeled after Brazil's Food Acquisition Program, more popularly known by its Portuguese acronym Programa de Aquisicao de Alimentos (PAA). The PAA and Bolsa Familia are part of the Zero Hunger Strategy of Brazil. The framework converged the country's efforts on hunger mitigation, poverty alleviation, and food self-sufficiency. These led to the inception of PAHP.

A Technical Assistance Mission from Brazil came to the Philippines in December 2013 to assess the PAHP design and the implementation arrangements in pilot areas. The Mission was supported by the World Food Programme (WFP). Consultative meetings were also conducted with the PAHP Convergence Team and other program stakeholders. Another study visit to Brazil happened in 2015 with a delegation from Congress, the DSWD, DAR, and selected CSOs and farmer groups. This further helped enhance the program. The study visit was organized in aid of legislation.

Formulation

Partnership Against Hunger and Poverty (PAHP)

Key informants from DSWD and the Department of Agriculture (DA) could not provide specific information on the inception of the PAHP, aside from information on study visits to Brazil that led DAR to craft a similar program. In designing PAHP, DSWD worked in close consultation with the government of Brazil, United Nations agencies - WFP, and the Food and Agriculture Organization of the United Nations (FAO). There were also consultations conducted with ARBOs, farmers groups, and Parent Leaders from 4Ps in the initially identified pilot regions: Regions 5, 8, and 9. No information was shared on why these three regions were selected as pilot sites.

As earlier discussed, the PAHP was patterned after the Fome Zero Program of Brazil (Figure 1).



Figure 1. Fome Zero Program Framework

Source: Aranba (2013) as mentioned in Structure Demand and Smallholders Farmers in Brazil: The Case of PAA and PNAE (International Policy Centre for Inclusive Growth, UNDP, 2013)

The PAHP framework (Figure 15) converged the mandates of its three implementing agencies—hunger mitigation (DSWD), poverty alleviation (DAR), and food self-sufficiency (DA). The PAHP primarily aims to enhance food security and increase farm incomes by improving small farm productivity, ensuring markets for products, and improving nutrition by ensuring a continuous supply of cheaper and nutritious food items to the community. The program was designed to connect agricultural supply and demand sides, i.e., channeling farm products towards the communities and government users, such as feeding programs in daycare centers, hospitals, inmates, and community canteens.



Figure 2. PAHP Framework

Source: Source: Presentation of Lawrence Cruz, PAHP National Coordinator (24 March 2015)

Looking closely at both Fome Zero and PAHP programs, there were stark differences in terms of inception and design, some of which include:

- Fome Zero is anchored on the commitment of President Lula to make eradicating hunger his top priority. Congress passed laws, and the Executive developed programs to ensure that the Brazilian government fulfills its duty to provide adequate quality food to its people. When the PAHP was conceptualized, the Philippines had yet to enact a policy on national food security.
- Fome Zero has a government-CSO mechanism, with CSO representatives having more seats (2/3). PAHP has a program advisory body consisting mainly of government implementers and its leading development partner, WFP.
- Both programs provide subsidized credit to small-scale farmers. However, support services provided under the PAHP appear to be more comprehensive as they provide training, equipment, facilities, and agricultural extension services.

Expanded Partnership Against Hunger and Poverty (EPAHP)

To address challenges in the market linkage for small-scale farmers, various initiatives were undertaken by the government. Some of these include:

- Kadiwa ni Ani at Kita Program. Launched in September 2019, it is a market system where the DA finds venues to help bring farmers' produce and sells these directly to consumers. It established a direct link between the farmers, fisherfolks, and consumers, resulting in direct profits for farmers and fisherfolks, support for transporting their produce, and lower prices for consumers, as it eliminates the middlemen's markup. The project is a collaboration between DA, DILG, and Food Terminal, Inc. (FTI), a government-owned and controlled corporation (GOCC). Four marketing modalities were included in the program: (i) Kadiwa Retail Selling, (ii) Kadiwa on Wheels, (iii) Kadiwa Online, and (iv) E-Kadiwa. As of September 2020, 332 local government units (LGUs) participated through direct procurement from farmers, and the total value purchased is Php6 billion.
- Masaganang Sakahan, Inc. (MSI). It is a wholly owned and controlled subsidiary of the Land Bank of the Philippines (LBP) – the largest government bank in the Philippines. It was established in 1974 and mainly engaged in providing marketing assistance and credit management services to farmers' cooperatives through its palay (rice that has not been husked) and rice trading activities. It also provides loan collection assistance services to the Land Bank through its Payment-in-Kind Program (PIK). All palay (after being milled) collected and rice purchased are then sold (except those acquired through the PIK) and

delivered to all Landbank branches and field operating units, including the subsidiaries, to cover the monthly rice allowances of Land Bank employees. MSI charges Land Bank a delivery/management fee of PhP30 per cavan (or PhP0.50 per kg) of rice delivered. In addition to Land Bank, MSI delivers milled rice to several corporate accounts. MSI qualifies under the institutional purchase mode.

However, it is worth noting that these programs need to directly address the broader food security, hunger, and nutrition issues as they cater more to marketing agricultural products and not directly reducing poverty and food insecurity. Given the clustered approach adopted by the Aquino administration, the Human Development and Poverty Reduction (HDPR) Cluster—chaired by DSWD—prioritizes convergence programs or programs implemented collaboratively by more than one government agency. Thus, the Cluster initiated the discussion to expand the PAHP in 2018, according to key informants. However, no further details on discussion areas were provided. It is noted that around 2019, key policies on poverty reduction, agriculture, and livelihood support were passed around the same time. These are the 4Ps Act (RA No. 11310) and the Sagip Saka Act (RA 11321). The Sagip Saka Act seeks to promote and support farmers and fisherfolk enterprise development. It mandates national and local government agencies to directly purchase agricultural and fisheries products from accredited farmers and fisherfolk cooperatives and enterprises. It can be assumed that the discussion of these policies aligned with the discussion to expand the PAHP.

Adoption

PAHP

To institutionalize the PAHP, an MOU was signed by the DSWD, DAR, and DA in 2016. The MOU outlined the roles of each implementing agency:

- DSWD – through the Sustainable Feeding Program (SFP), provides direct support services to children by improving their health, nutrition, attitude and practices, education, and school enrolment, thereby uplifting household economic conditions and ensuring food and nutrition security among daycare center children in the PAHP areas; provide capacity building and organizational assistance to Daycare Service Parents Group in food preparation and participation in the management and operation of daycare centers; encourage agriculture or fisheries-related funded projects to supply food items required by the SFP and other government feeding programs; provide an institutional market for the agricultural produce of farmers and fisherfolks.
- DAR – assist participating ARBOs and smallholder farmers in the production and timely delivery of the food items required by the feeding programs of government; provide complementary support services to participating ARBOs and smallholder farmers through rural infrastructure and necessary facilities for improved farm productivity; assist the concerned ARBOs in accessing financial assistance through the microfinance institutions and other credit facilities and in establishing linkages with other institutional markets.
- DA – provide agricultural and fishery inputs and services to farmer and fisherfolk organizations or CBOs involved in the provision of food items required by the SFP and other government feeding and livelihood programs; provide capacity building and organizational strengthening assistance to farmer and fisherfolks or CBOs to enhance participation in the PAHP; assist farmer and fisherfolk organizations or CBOs in mobilizing resources for the production, processing, and post-harvest facilities of agricultural produce to be supplied to daycare centers and other government feeding programs; assist the concerned CBOs in accessing credit from microfinance and other credit institutions.

The PAHP was implemented as a pilot program for three years (2014-2017), with support provided by the Brazilian government in the following areas: (i) design of rural extension services, credit, and insurance to smallholders and farm families, (ii) feeding program, food procurement modalities and management of community food hub, (iii) monitoring and evaluation methodologies and framework, and (iv) public policy design. The PAHP was piloted in three regions: V, VIII, and IX. It covered a total of 67 LGUs.

Key informants also confirmed that workshops, consultations, and field studies were conducted with farmers' groups during the design, implementation, and post-assessment of PAHP (e.g., with the Brazilian mission in 2013, workshop organized by PAKISAMA, AFA, and CSA in 2015, independent review of Brain Trust, Inc. commissioned by the WFP in 2017).

Further, with support from FAO and WFP, the DSWD, DAR, and DA developed a customized Community Participation Procurement Manual (CPPM) for PAHP and sought approval of the said manual from GPPB. The customized manual is an iteration of the CPPM approved by the GPPB in 2014, which sets the guidelines for community participation in government procurement, drawing lessons from experiences in community-based/community-driven development projects. In 2016, the GPPB issued Resolution No. 17-2016, approving the CPPM for the PAHP.

EPAHP

Policy and Guidelines

Upon the successful implementation of PAHP in selected regions and provinces (which will be detailed under Section D. Policy/Program Implementation), the national government decided to expand the program with the inclusion of additional partners such as OCS, DILG, the Department of Education (DepEd), Department of Health (DOH), Department of Science and Technology (DOST), Department of Trade and Industry (DTI) Technical Education and Skills Development Authority (TESDA), the National Anti-poverty Commission (NAPC), National Irrigation Agency (NIA), the Population Commission (POPCOM), and LBP. The decision is aligned with the government's commitment to the UN's Sustainable Development Goals (SDGs) and the attainment of "Ambisyon Natin 2040," consistent with the Philippine Development Plan 2017-2022's inclusive growth and poverty reduction goals. An MOU was signed in 2019, giving birth to EPAHP. In addition, a Joint Memorandum Circular (JMC) was issued in 2020, providing operational guidelines for the program. However, the effectivity of the MOU on EPAHP is only until December 2022.

The EPAHP brought together 14 central agencies and commitment from two development partners - the WFP and FAO - to create greater synergy and convergence in engaging rural communities. The primary consideration on which agencies will be part of the expanded program was the agency's alignment with EPAHP's components on demand, supply, and support services.

The roles of the additional partners are as follows:

1. OCS – Chair of the EPAHP Policy Advisory Committee in relation to its function as Chair of the Inter-Agency Task Force on Zero Hunger; lead in formulating the National Food Policy (NFP); monitor and evaluate the program and submit reports to the President.
2. DILG – provide directives and guidelines to its attached agencies (e.g., Bureau of Jail Management and Penology) and LGUs to implement PAHP.
3. DepEd – adjust school-based feeding program to prioritize identified EPAHP and other nutrition priority areas; provide guidelines, including capacity building for feeding program implementers to ensure adherence with the program; provide support to ensure implementation of water, sanitation, health, and hygiene in schools.
4. DOH – issue policies to ensure that DOH-retained hospitals will subscribe to the community participation procurement manual of EPAHP.
5. DOST – provide technical assistance in terms of technology transfer and production and putting up of food processing facilities; undertake research and development on dietary supplementation and complementary foods for intended stakeholders based on nutrient requirements per age group; conduct evaluation studies on strategies and interventions to address malnutrition.
6. DTI – promote and encourage livelihood through the DTI Negosyo Centers; provide access to the equipment and tools through the Shared Service Facilities project; provide capacity building on entrepreneurship.

7. TESDA – provides relevant free skills and entrepreneurship training to CBOs, ARBOs, and other rural-based organizations and supports value chain programming of participating CBOs through the conduct of interrelated training programs for sustainability.
8. NAPC – ensure that program targets and outcomes are aligned with the National Poverty Reduction Plan; provide mechanisms to facilitate convergence and coordination of EPAHP partners at the provincial and local levels; ensure meaningful participation of essential sectors in the program.
9. NIA – assist participating Irrigators Associations (IAs) in the production and timely delivery of food items required by the institutional feeding programs; provide corollary support services to participating IAs by rehabilitating and improving irrigation facilities; provide capacity building and organizational strengthening assistance to IAs.
10. POPCOM – collaborate with the DOH and work with LGUs and CSOs to provide the full range of family planning services.
11. Land Bank – provide credit assistance to qualified CBOs to support food production, processing, and marketing.

Further, development partners FAO and WFP are committed to assisting in the following areas:

1. Design of rural extension services, credit, and insurance to smallholders and family farmers;
2. Feeding program, procurement modalities, and management of community food hub;
3. Monitoring and evaluation methodologies and framework; and
4. Public policy design and follow-through activities.

The MOU of the EPAHP outlined the goal, strategic measures, and program components. The complementary JMC provided operational guidelines for the program. These include the following: (i) EPAHP management and operational structures (i.e., creation of a Steering Committee, National and Regional Project Management Offices, and Convergence Teams), (ii) development of a database of partners and CBOs, (iii) convergence planning and budgeting, and (iv) convergence meetings at the national and local levels.

The 14 central agencies collaborated to define program goals. In terms of each agency's contribution to the overall program goal, each agency has developed an individual results framework in line with the unified results monitoring framework. Given the immense effort to coordinate a nationwide program implemented by a considerable number of agencies, the implementing agencies agreed to initially use their existing mechanisms instead of trying to harmonize or unify all agencies' systems. This goes for the reporting systems, grievance redress mechanisms, and identification of beneficiaries.

Implementing agencies issued their policies to mainstream EPAHP in their systems and structures. Some issuances include (i) DSWD's Administrative Order NO. 15, Series of 2021, Creating the EPAHP- National Program Management Office (NPMO) and Regional Program Management Offices (RPMOs), (ii) DSWD's Guidance Note on the Issuance of Special Orders for the EPAHP Regional Convergence Team, (iii) DA Special Orders creating the Department's Team for the implementation of EPAHP.

In addition, Executive Order No. 101 on the Creation of an Inter-Agency Task Force on Zero Hunger was issued in January 2020. The Task Force is mandated to formulate an NFP that shall include initiatives for ending hunger, achieving food security, improving nutrition, and promoting sustainable agriculture. The NFP has outlined six key result areas, namely: 1) review and rationalize existing policies, rules, and regulations related to zero hunger; 2) ensure available and affordable food; 3) secure nutrition adequacy; 4) secure food accessibility and safety; 5) ensure sustainable food systems, food resiliency, and stability; and 6) ensure information, education, awareness, and people participation. EPAHP is considered among the banner programs of the Task Force.

Budgeting

Program convergence budgeting (PCB) was adopted as an approach to planning the budget for the program. Under PCB, the EPAHP shall be funded through the existing budget of the participating agencies

in the first two years after the signing of the MOU (i.e., 2019-2020). The participating partners shall propose a separate budget item in the General Appropriations Act (GAA) or the national budget for the succeeding years. For the 2022 budget, EPAHP (or Zero Hunger Program as reflected in the National Budget Call for the fiscal year 2022) is identified as a priority program under the Human Development and Poverty Reduction. The PCB is also an approach adopted to determine what existing programs/projects of the implementing agencies will be attributed to the EPAHP and the targets for each PCB.

Consultations and Role of CSOs and Farmer Groups

Upon confirmation with key informants, consultations were conducted with agencies and development partners in formulating the MOU and JMC. However, it was noted that minimal consultations were conducted with CSOs and farmer groups during the formulation of the 2019 MOU and JMC, as affirmed by key informants. Details of these consultations should have been provided.

Regarding program management, a Steering Committee is formed under the MOU and the JMC. The Steering Committee, chaired by the Cabinet Secretary, serves as the oversight decision-making body on policy concerns related to implementation. The committee comprises the heads of agencies of all EPAHP partner agencies and representatives from development partners WFP and FAO. Noticeably, no seats are allotted for civil society representatives, farmers' groups, CBOs, or other non-government stakeholders of the program.

The PAHP and EPAHP policy agenda-setting, formulation, and adoption milestones are shown below.

2013	2014		2015	2016	2019
<ul style="list-style-type: none"> June: Study visit to Brazil by DSWD and DAR Secretaries, organized by WFP DA drafted the initial PAHP framework; conducted consultations with pilot LGUs December: Technical Assistance Mission from Brazil visited the Philippines 	<ul style="list-style-type: none"> PAHP initial implementation in 3 pilot regions (Regions 5, 8, 9) 	<ul style="list-style-type: none"> 	<ul style="list-style-type: none"> July: Study visit to Brazil (in aid of legislation) with a delegation from Congress, DSWD, DAR, and selected CSO and farmer groups Enhancement of PAHP design 	<ul style="list-style-type: none"> PAHP formal MOU signing with DSWD, DAR, and DA Approval by GPPB of Community Participation Procurement Manual for PAHP 	<ul style="list-style-type: none"> EPAHP MOU signing

Figure 3. Timeline for PAHP and EPAHP adoption

Implementation

PAHP

Various studies have documented PAHP implementation in the pilot regions (WFP, AsiaDHRRA). In the initial 3-year implementation, the total number of LGUs covered is 67, with more than 5,000 agrarian reform beneficiaries (ARBs).

Table 1. PAHP Pilot Program Coverage and Beneficiaries.

Region/Province	No. of LGUs	No. of Day Care Centers	No. of Day Care Children	No. of ARBOs	No. of ARBs
Region V					
3 rd District Camarines Sur	4	274	8,227	12	480
Camarines Norte	6	209	7,525	25	1,000
Castilla, Sorsogon	1	59	1,669	3	120
Subtotal	11	542	17,421	40	1,600
Region VIII					
Leyte	14	112	3,195	2	80
Western Samar	7	182	5,782	21	840
Northern Samar	5	117	4,287	10	400
Eastern Samar	10	184	4,328	25	1,000
Subtotal	36	595	17,592	58	2,320
Region IX					
Zamboanga del Norte	8	326	16,640	10	400
Zamboanga Sibugay	4	137	6,489	4	160
Zamboanga del Sur	8	267	14,630	14	560
Subtotal	10	730	37,759	28	1,120
Total	67	1,867	72,772	126	5,040

Source: Presentation of Lawrence Cruz, PAHP National Coordinator (24 March 2015)

In terms of gains from the PAHP in its pilot implementation, the Project Management Office (PMO) reported the following: (i) ARBOs and FOs are now aware that they can market their farm produce to the daycare centers (DCC) in their respective areas, (ii) DSWD-LGU may consider buying the required food items for DCCs from the ARBOs and FOs since this arrangement was not yet widely practiced then, (iii) initial arrangements on food item procurement were agreed between LGU and ARBOs and facilitated by DAR and DSWD.

In a specific program site like the 3rd District of Camarines Sur, start-up challenges and impacts of El Nino it limited PAHP's success. However, it has progressed relatively quickly and attained most of its objectives based on feedback from the PMO. The indicators of success in the pilot site include higher farm yields and sales, as well as a more stable supply of vegetables for feeding in daycare centers. According to the study of the WFP, the success of the pilot implementation can be attributed to the full support of the program implementers, the LGUs, and even the private sector (e.g., Shell Foundation) and local champions (e.g., then Congresswoman Leni Robredo of Naga City).

Moreover, readiness in terms of organization and commitment of farmers is a precondition to participation in the program. Some ARBOs are not quite ready yet, so non-ARBOs who were more ready were included in the program. An example is the non-ARBO Carangcang Magarao Farmers Association (CFMA) in Camarines Sur. In 2015, CFMA had 22 members, each organically farming less than a hectare.

EPAHP

More than two years have passed since the signing of the MOU for the EPAHP, but overall progress in implementation can be challenging to assess. With more agencies on-boarded, alignment of each agency's programs, as well as installing implementing structures and staffing for the program at various levels, pose greater challenges.

Right after the signing of the EPAHP MOU in 2019, various MOUs and Marketing Agreements were signed across regional government agencies and institutional partners. As reported in EPAHP's 2nd Anniversary online celebration in December 2021, all regions have inked MOUs between participating agencies, ARBOs, and institutional partners who agreed to participate in the program. This is promising, as it denotes a commitment to cascade the program to the local levels and reach more farmers' groups. However, key informants mentioned challenges regarding program management that will be further discussed in the latter section.

In terms of progress on a per-program basis, the Philippine Convergence Budgeting (PCB) Projects enrolled in EPAHP and implemented in CY 2021 are the DSWD-NAPC-DTI-POPCOM-NIA Project on EPAHP Resettlement Support (PERS) and the DSWD-DA PCC-DTI-POPCOM Pilot Gatasang Kalabaw Convergence Project. For 2022, nine PCB projects were identified and included in the EPAHP. These projects vary in scope, sector, and beneficiaries. Two projects directly benefit farmers: 1) Capacity Development for Farmers, People's Organizations and Households in Urban and Rural Communities Project, and 2) Special Area for Agricultural Development (SAAD) Project.

Table 2. PCB projects included in FY 2022

Program/Project	Participating Agencies/Offices	Proposed Project Areas	No. of Beneficiaries
1. Expanded Gatasang Kalabaw Convergence Project	DSWD-SLP, DA-PCC, DTI, POPCOM	LGUs belonging to 5 th and 6 th income classes, or the Geographically Isolated and Depressed Areas (GIDA), as well as those with the highest poverty incidences	SLP = 75
2. Expanded Project on EPAHP Resettlement Support (PERS)	DSWD-SLP, NAPC, DTI, POPCOM, NHA	NHA Resettlement Sites in NCR, III, IV-A, and VIII	SLP = 1,000
3. Partnership for Sustainable Living Project (PSL) Project	DSWD-SLP, TESDA	Urban areas and LGUs belonging to 5 th and 6 th income classes, or the Geographically Isolated and Depressed Areas (GIDA), as well as those with the highest poverty incidences	SLP = 3,000
4. Kabuhayan Integration, Business Initiatives, and Gainful Access to Networks (KAIBIGAN)-Fire Victims Project	DSWD-SLP, DTI	NCR, Urban areas	SLP = 1,000
5. Capacity Development for Farmers, People's Organizations, and Households in Urban and Rural Communities Project	DA-ATI, DSWD-SLP, DSWD-SFP, DILG-BJMP, DA-NIA, DA-HVCDP (in partnership with FAO, WFP)	NCR, Regions III, IV-A, Urban areas	SLP = 3,000
6. Risk Resiliency Program (RRP) thru Cash-for-Work Activities	DSWD-DRMB, DSWD-SLP, DA-ATI, DA-NIA	Within RRP CFW target areas	SLP = 1,000 RRP CFW = 95,000 poor families
7. Special Areas for Agricultural Development (SAAD) Project	DA-SAAD, DSWD-SLP	LGUs belonging to 5 th and 6 th income classes, or the Geographically Isolated and Depressed Areas (GIDA), as well as	SLP = 1,000

		those with the highest poverty incidences	
8. Urban Poor Project	DSWD-SLP, NAPC, DTI, PCUP	NCR, Urban areas	SLP = 1,000
9. Supplementary Feeding Program	DSWD-SFP	Nationwide	SFP = 1,895,352

Source: Presentation of DSWD, Updates on Program Convergence Budgeting Project Under the Zero Hunger Program for CY 2022 (March 2022)

For this case study, the profile of farmers interviewed can be differentiated based on their profile: 1) a cooperative organized through the EPAHP and considered small-scale [under the Gatasang Kalabaw Project], 2) an established farmers' cooperative and can be considered medium scale in terms of operation [accessed credit assistance through Land Bank].

The following observations are made based on the sharing of key informants:

- Farmers in the cooperative organized through EPAHP (under SLP of DSWD) had to undertake training before receiving their buffaloes. Some members could not complete the training and, therefore, had to be delisted from the cooperative.
- The cooperative organized under EPAHP/SLP seems to know less about the program, including specific provisions in the contract or MOU (i.e., the volume of milk required from their cooperative and how they will participate in the procurement process). An explanation could be that the cooperative only joined the program in 2021 and is still in the stage of milk production.
- The small-scale cooperative learned about EPAHP through the DSWD since all their members are either previous or current members of the 4Ps. They rely on DSWD and PCC for information about the program. On the other hand, the medium-scale cooperative learned about EPAHP through its membership in the Pilipinas Kontra Gutom (PKG) movement. PKG will be further discussed in the next section. They were able to lobby for the inclusion of their primary produce (egg) in the supplementary feeding program.
- The medium-scale cooperative was able to bag three contracts since their participation in EPAHP in 2021. They know the procurement process and did not find any difficulty complying with the documentary bidding requirements and the required produce volume. However, the small-scale cooperative expressed that they currently do not have the necessary expertise and documentary requirements if they will be asked to participate in public bidding.
- Overall, both cooperatives expressed satisfaction with the program. They were happy that assistance was provided to farmers through training, credit assistance, or sharing information for partnerships with the government and other potential markets.

Moreover, key informants shared some of the challenges in program implementation that they observed:

Participation of small-scale farmers and community-based organizations

- Difficulty of small-scale farmers to participate in procurement, despite the presence of the CPPM. They are still not able to comply with documentary requirements for bidding.
- Limited knowledge of government procurement processes that hinder their participation. Some farmers expressed the need for training and technical assistance in this aspect.
- Some farmers, especially those not yet federated or organized, cannot participate in the program because of the limited production volume, which does not meet the demand for institutional purchasing.
- The DA and DSWD initiated the formation of farmer-cooperatives and CBOs. However, more support can be extended to them, such as organizational development training, to ensure their sustainability. The key informants were also uncertain whether these groups would continue once the program ended. Nevertheless, they were willing to extend additional assistance.

Program Management

- Limited staff at the DSWD NPMO to oversee the implementation of the program on a nationwide scale. Only two technical staff at the NPMO support the EPAHP Program Manager.
- No counterpart PMO staff at the provincial levels, so expanding implementation and monitoring progress is difficult. Creating counterpart structures at the municipal or city level (convergence teams) prescribed in the JMC will be more challenging.

Another critical challenge is the impending expiration of the EPAHP MOU in December 2022 and the program's sustainability. There were efforts to institutionalize the EPAHP by signing an EO by then-President Duterte, but the EO was not signed. No further information was provided by key informants on why the EO was not signed. The OCS—and consequently, the Cabinet Secretary—who serves as the Chair of the Steering Committee of the EPAHP, was abolished on June 30, 2022, under EO No. 1. According to key informants, they are waiting for guidance from President Marcos Jr. on how the program will continue after its MOU has lapsed. Interestingly, the President is also the Secretary of the DA—a signatory of the MOU and one of the founding agencies of the PAHP.

Monitoring and Evaluation

Currently, there is no final results framework to assess the whole program. The initial or proposed results framework is the ALPAS or Accomplishment of Long-term Projects towards Ambisyon Natin 2040 and Sustainable Development Goals (Figure 18). It is observed that the ALPAS is not very clear on what to measure (indicators), how to measure the indicators (tools), and how these indicators contribute to the program's overall objective.

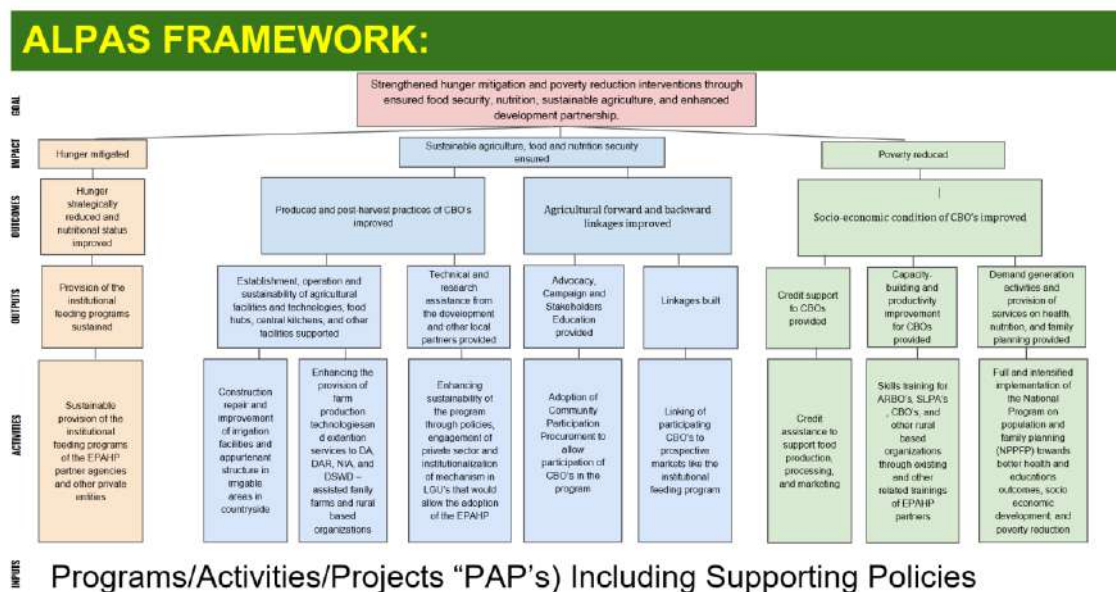


Figure 4. ALPAS Framework

Source: Presentation from DSWD on ALPAS (undated)

The FAO is extending technical assistance to the EPAHP in developing a Digital Mapping System (DMS) for CBOs. Primarily, the CBOs are targeted as the source of food supply for the feeding programs. The DMS is essential to monitor and ensure a resilient and continuous source of food supply and relevant services to the EPAHP. This initiative of FAO will also support the enhancement of the M&E framework of EPAHP, which will also capacitate government agencies in monitoring the achievements of their respective expected outputs. The DMS is expected to be functional by 2023. To date, the ALPAS

framework is being reviewed by FAO. The final M&E framework is expected to be finalized by the 4th quarter of the year.

In terms of report submission, each implementing agency currently submits reports to the national PMO using its reporting templates. According to key informants, harmonizing reporting tools has been challenging since each agency has its definition of terms and processes, which need to be harmonized.

There were also instances of “double counting” of beneficiaries, especially for the DA and DAR. ARBs that the DAR has already accounted for as beneficiaries are sometimes reported again by the DA as beneficiaries because no alignment or harmonization of reports or accomplishments is currently being done.

As the M&E framework is still being finalized, no consolidated data on program accomplishment has been provided by DSWD and DA. Draft monitoring tools (in the spreadsheet) were provided, but DSWD confirmed that these tools were not being used yet. There are also no communication plans for disclosing program accomplishments to general stakeholders.

In December 2021, EPAHP held a virtual celebration for its 2nd Anniversary. In a video posted on DSWD’s FB page, the following accomplishments were reported:

- Thirty-five (35) Sustainable Livelihood Program Associations (SLPAs) have participated in supplementary feeding programs catering to 231 child development centers and 5 DSWD Centers and offices.
- DSWD transferred PhP 1 billion to DAR to implement the Convergence and Livelihood Assistance for the Agrarian Reform Beneficiaries Project (CLAAP) to capacitate ARBs and provide seed capital assistance.
- Around 1.8 million children were provided with nutritious meals, and around 100,000 children were provided with fresh milk through their partnership with the National Dairy Authority and the Philippine Carabao Center
- Under the Milk Feeding Program of DSWD and DepEd, around PhP 928 million was allotted for milk funds that will benefit 1.5 million beneficiaries. Around 871 million (94%) have already been implemented, and the remaining PhP 56.8 million is for procurement.
- In terms of milk supply, around three million liters (32%) were sourced from cooperatives, 6.2 million liters (64%) from private processors/farms, and the remaining amount (363,000 liters or 4%) from the government (national government agency/state universities and colleges/local government unit).
- Testimonials from four farmers’ cooperatives supported by DAR on how EPAHP linked them with government institutional buyers, such as DepEd and DSWD. DAR Secretary reported that from 2019 to October 2021, EPAHP has linked 452 ARBOs to institutional partners with a total gross sale of PhP 487 million.
- Twelve (12) health facilities distributed in eight regions have forged partnerships between DAR, ARBOs, and the DOH. Some of these partnerships include 1) the Delivery of vegetables to Region II Trauma and Medical Center from ARBOs in Region II, 2) the Delivery of rice from the farmers to Jose B. Lingad Memorial and Regional Hospitals, 3) an MOU between Jose B. Lingad Memorial and Regional Hospital and DAR Region III, 4) Marketing Agreement between Schistosomiasis Research Hospital and DAR Region VIII.
- The Cooperative Development Authority (CDA) linked cooperatives for their rice, assorted vegetables, and pasteurized fresh milk products, amounting to PHP 84 million for family food packs and institutional feeding programs.
- Land Bank set up PhP 2 billion of credit assistance for CBOs. However, no report was provided on how much credit assistance has been accessed.

In February 2021, Pilipinas Kontra Gutom (PKG) was launched, a national and multi-sectoral anti-hunger movement to work together on various programs, EPAHP included. The movement comprises government agencies, private sector partners, and CSOs. The movement established a portal

(<https://pilipinaskontragutom.com/>) that provides information on its advocacies and membership, but no further information is available. A key informant attested that PKG was instrumental in raising their awareness about the EPAHP, and their cooperative was able to participate in the program through credit assistance from the Land Bank. This mode of multisectoral partnership is beneficial to raising awareness about the program and encouraging participation from multi-stakeholders. Worth noting, however, is that membership in the PKG is composed mainly of private sector/corporate foundations and limited representation from farmers' groups and advocacy CSOs working directly with farmers.

As initially set in PAHP and EPAHP, the programs aim to link farmers/farmer groups with government institutional feeding programs. Based on Table 1, PAHP provided farm products from 126 ARBOs to 1,867 daycare centers in the three pilot regions. As of October 2021, EPAHP has linked 452 ARBOs to institutional partners, and various marketing agreements were forged between ARBOs and medical facilities in various regions. Key informants also expressed satisfaction that their products can support the government's feeding programs. The medium-scale cooperative interviewed also shared that they were able to lobby for the inclusion of eggs in school feeding programs in their region, which was previously halted due to the difficulty in transporting eggs because of their fragility. The cooperative was able to market its various egg products, such as pasteurized liquid eggs and powdered eggs, to address the transport challenge.

III. CONCLUSION AND RECOMMENDATIONS

In summary, the significant findings for each stage of the public policy cycle are as follows:

Agenda Setting, Formulation, and Adoption

1. CSO-initiated dialogues with the government are good platforms to bring in the advocacies of family farmers. International development partners also played an essential role in initiating these dialogues. However, these dialogues should not be limited to only sharing information. However, they should be a step towards co-designing programs that will be responsive to the needs of family farmers.
2. Peer learning between national and international CSOs and between governments (Philippines and Brazil) was instrumental in forming the PAHP. The PAHP was inspired by the Brazilian government's successful Zero Hunger program. However, some good elements of the Zero Hunger program may have been missed in its local adaptation, such as the passage of an enabling law on national food security and the role of family farmers to contribute to the fight against hunger, as well as an existing mechanism for CSOs to contribute in program planning and decision-making.
3. During the development of the policies and guidelines, there is limited consultation done with farmers and CSOs, as relayed by key informants.

Implementation

1. Program implementation is currently limited by insufficient manpower at the national and local levels. Currently, there are only two technical staff at the Secretariat coordinating at a nationwide scale.
2. A customized procurement guideline for the program helped ensure that farmers could participate. However, as mentioned by key informants, small-scale farmers still find the guidelines stringent to follow, including compliance with the documentary requirements.
3. PAHP and EPAHP engaged already organized farmers' organizations and cooperatives and took the initiative to organize individual farmers. It is noted that there are differences in information about the program, readiness to engage in program processes (especially in procurement), and capacity to lobby for competitive prices for their produce. Already organized cooperatives or groups are more ready to engage in the program.
4. The EPAHP MOU will end in December 2022, and the EO that would have institutionalized the program has not been signed. Furthermore, the OCS that is supposed to Chair the EPAHP Steering Committee and shepherded the program in the past has been abolished by President Marcos in June 2022. The Zero Hunger Program is included

in the Budget Call for 2023. However, the OCS must endorse the final budget, which was already abolished. The continuity of the program thus remains in limbo.

5. The adoption of the Brazilian model for an anti-poverty program has its merits, with two key programs helmed by the DSWD—the 4Ps and PAHP—receiving continuous support from development partners (World Bank for 4Ps and FAO and WFP for PAHP) and gaining positive results. A 2017 study noted that the PAHP successfully replicated the Brazilian model, with steps towards establishing a convergent food system— linking small farmers directly to nutrition programs. However, as earlier noted, some good elements of the Brazilian program may have been missed in its local adaptation, such as the passage of an enabling law on national food security and the role of family farmers to contribute to the fight against hunger, as well as an existing mechanism for CSOs to contribute in program planning and decision-making.

Monitoring and Evaluation

1. FAO is currently reviewing the M&E framework. The initial results framework of the program, ALPAS, may need to be refined as success indicators and tools to measure these indicators were not very clear.
2. FAO supports the program in developing a clearer M&E framework and DMS. The DMS aims to consolidate information on CBOs and monitor transactions to ensure that the agriculture demand and supply of the program are met. The final M&E framework is expected to be finalized by the 4th quarter of 2022.
3. Existing reporting tools of agencies are currently employed, and there are challenges in aligning definitions of terms and reporting processes. There were also cases of “double counting” of beneficiaries.
4. no communications strategy is employed to disclose program accomplishments to general stakeholders. It is challenging to filter how much has family farmers benefitted from the program.

In terms of the program’s support of the pillars of the Global Action Plan for Family Farming, the following conclusions can be made:

Pillar 5. Improve socio-economic inclusion, resilience, and well-being of family farmers, rural households, and communities.

- Through this program, the family farmers are given the opportunity to improve their livelihood and contribute to combating hunger and malnutrition. Farmer cooperatives interviewed attest to the positive impacts brought to them by EPAHP. However, gains may remain limited to medium-scale farmers’ groups and cooperatives and those belonging to existing farmers’ networks. Unorganized or unconsolidated farmers’ groups are hindered from fully participating due to challenges in complying with procurement requirements and volume.
- The EPAHP has proven potential for paving a more inclusive value chain, strengthening the position of family farmers in the market, especially if the program continues to engage with already organized national and sub-national farmers organizations and agriculture cooperatives. An example is the medium-scale egg cooperative interviewed for this case study. They leveraged their innovation in egg products so that eggs can be included in the menu for school feeding programs in their region.

Pillar 7: Strengthen the multi-dimensionality of family farming to promote social innovations contributing to territorial development and food systems that safeguard biodiversity, the environment, and culture.

- The implementation of institutional purchases from farmers is affected by natural calamities; hence, interventions supporting their products have expanded to include climate-smart agriculture practices. However, given the incomplete information gathered on program accomplishments, including geographic scope, it is not easy to assess whether the program contributed significantly to this pillar. Given the nature of the program, there is potential but not much basis to confirm the program’s contribution to this pillar. Once the M&E framework and DMS are completed, it can provide a more accurate and complete picture of where the family farmer-beneficiaries are and

how much they have contributed to territorial development and food systems. What is currently reported are the following: (i) EPAHP has linked 452 ARBOs to institutional partners with a total gross sale of PhP 487 million, and (ii) CDA has linked cooperatives for their rice, assorted vegetables and pasteurized fresh milk products amounting to PHP 84 million for family food packs and the institutional feeding programs.

The following recommendations are put forth:

1. Institutionalize the EPAHP by passing a law or other policy instrument to ensure the continuity of the convergence initiatives. Another priority legislation that should be passed is the National Food Security Act. There was a bill filed in 2015 by former Rep. Leni Robredo, which can be revisited. The bill supports institutional purchases for small-scale farmers by requiring the government to procure 30% or more of the supplies needed for the program. The bill also lobbies for small-scale farmers to enter into “Negotiated Procurement” with the government instead of undertaking competitive bidding.
2. Work with already organized national and sub-national farmers’ organizations and agriculture cooperatives. These organizations already have the mechanisms and structure to comply with the program’s requirements. A strongly federated farmer’s group is better positioned to bargain for competitive prices. Therefore, existing farmers’ federations must be more visible and vocal in engaging programs such as the EPAHP and make their scale and scope of operations known to the government to match supply with demand.
3. Program-organized groups have a higher probability of not continuing operation once the program ends, especially if their basis for formation is not grounded on shared objectives. These EPAPH-organized groups can be linked with already established farmers’ organizations and agri-cooperatives at the national and sub-national levels, so they are provided advice on how to strengthen their organizations or for membership expansion. Unorganized farmers should be encouraged to organize and provide linkages with organized groups.
4. There may be a need to revisit the procurement manual to make it more responsive to the capacities of small-scale farmers. A study can be made (by development partners, CSOs, or government) to identify constraints faced by small-scale farmers in participating in procurement so that possible amendments to the manual will be evidence-based. More capacity-building activities on the procurement guidelines should be done, especially for small-scale farmers.
5. A national program should be supported by sufficient manpower and resources by the government. Currently, the NPMO at the DSWD is manned by two technical staff assisting the Project Manager. The limited staffing resulted in the slow cascading of the program at the local levels. It requires regular coordination and outreach to make their local counterparts understand their roles and develop strategies for program rollout. It is imperative to establish regular coordination mechanisms at various government levels and ensure that designated staff are informed of their roles.

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